

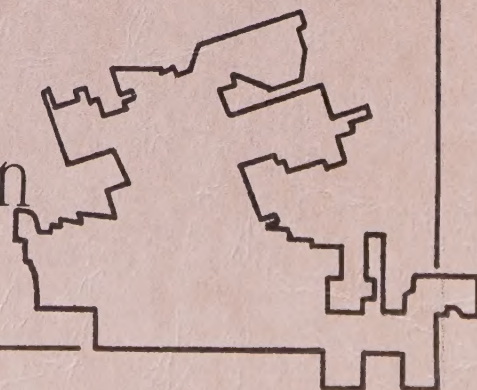
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# MONTGOMERY SPECIFIC PLAN • 1988

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**Montgomery Specific Plan  
PLAN ADOPTION RECORD  
Parts One & Two**

Montgomery Planning Committee / September 2, 1987  
Chula Vista City Planning Commission / November 4, 1987 / PCM 88-10  
Chula Vista City Council / January 12, 1988 / Res. No. 13413

**Part Three**

Montgomery Planning Committee / July 6, 1988  
Chula Vista City Planning Commission / August 10, 1988 / PCM 88-10  
Chula Vista City Council / September 13, 1988 / Res. No. 13780

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# CITY OF CHULA VISTA

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Leonard M. Moore	Councilman
Tim Nader	Councilman

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CITY OF CHULA VISTA  
MONTGOMERY COMMUNITY

PART ONE  
MONTGOMERY SPECIFIC PLAN

JANUARY, 1988





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## PART ONE

### I. INTRODUCTION

#### A. General Introduction

On November 5, 1985, the residents of the Montgomery Community voted in favor of the annexation of their territory to the City of Chula Vista. This annexation, which officially took place on December 31, 1985, was the largest inhabited annexation in State history, and increased Chula Vista's population by about 25,000 people, and its territory by approximately 3.50 square miles.

Several months prior to the annexation election, the City Council of the City of Chula Vista made some crucial decisions on the planning of the Montgomery Community. One of these decisions was the extension of the Chula Vista General Plan to the 3.50-square miles in question; another was the continuance of the County of San Diego's zoning regulations within the involved area, pending their replacement by new regulations and/or a specific plan. The latter decision was made in order to minimize the public confusion that the City anticipated would result from the change in governmental institutions. From a practical standpoint these decisions were prudent, and ameliorated the transition from the County's jurisdiction to that of the City of Chula Vista.

Still another preannexation decision occurred on July 2, 1985, when the City Council voted to establish the Montgomery Planning Committee, in the event the annexation reached fruition. This committee, which consists of seven members who serve on a staggered-term basis, was established in accordance with the provisions of Chapter 2.48 of the Chula Vista Municipal Code, which recites the powers, functions, and duties of community planning committees. Section 2.48.080 of this chapter provides that "The primary and initial function of the Community Planning Committee shall be the development of the Community element of the General Plan of the City of Chula Vista...."

The Community element, by another name, is the Montgomery Specific Plan--which is developed, expressed, and depicted on the following pages of this work. The Montgomery Specific Plan has been prepared over a period of several months by the professional and technical personnel of the Planning Department of the City of Chula Vista. This preparation was undertaken and completed under the aegis of the Montgomery Planning Committee's chairman and membership, who were originally elected at the aforementioned election of November 5, 1985.





The city and regional planning issues associated with the Montgomery Community are numerous and complex. These issues are addressed and evaluated in the following pages of this text. The Specific Plan's goals, objectives, policies, proposals, and implementation guidelines are directed towards their resolution.

Montgomery is a sound and vibrant community, and its orderly growth, development, conservation, and beautification can be readily stimulated and fostered by imaginative, intuitive, and bold-action planning.

## B. Planning History

### 1. Location

The Montgomery Specific Plan comprises an area of approximately 3.5 square miles located in the southwesterly part of the City of Chula Vista. It lies within the area generally bounded by Interstate 5 on the west, "L" Street on the north, Interstate 805 on the east, and the San Diego City Limits on the south.

### 2. General

Montgomery is named after an early flight pioneer, John J. Montgomery. He is credited with making man's first controlled winged flight. This occurred in 1883, when he flew his homemade glider 600 feet over Otay Mesa. Locally, two schools and a park are named in his honor.

During the past 136 years, Montgomery has evolved from a farming and cattle raising area with little population to an urbanized community with a population of 25,000. Agriculture remained a major industry until after World War II. Since then, however, agriculture has been steadily replaced by residential, commercial and industrial land uses.

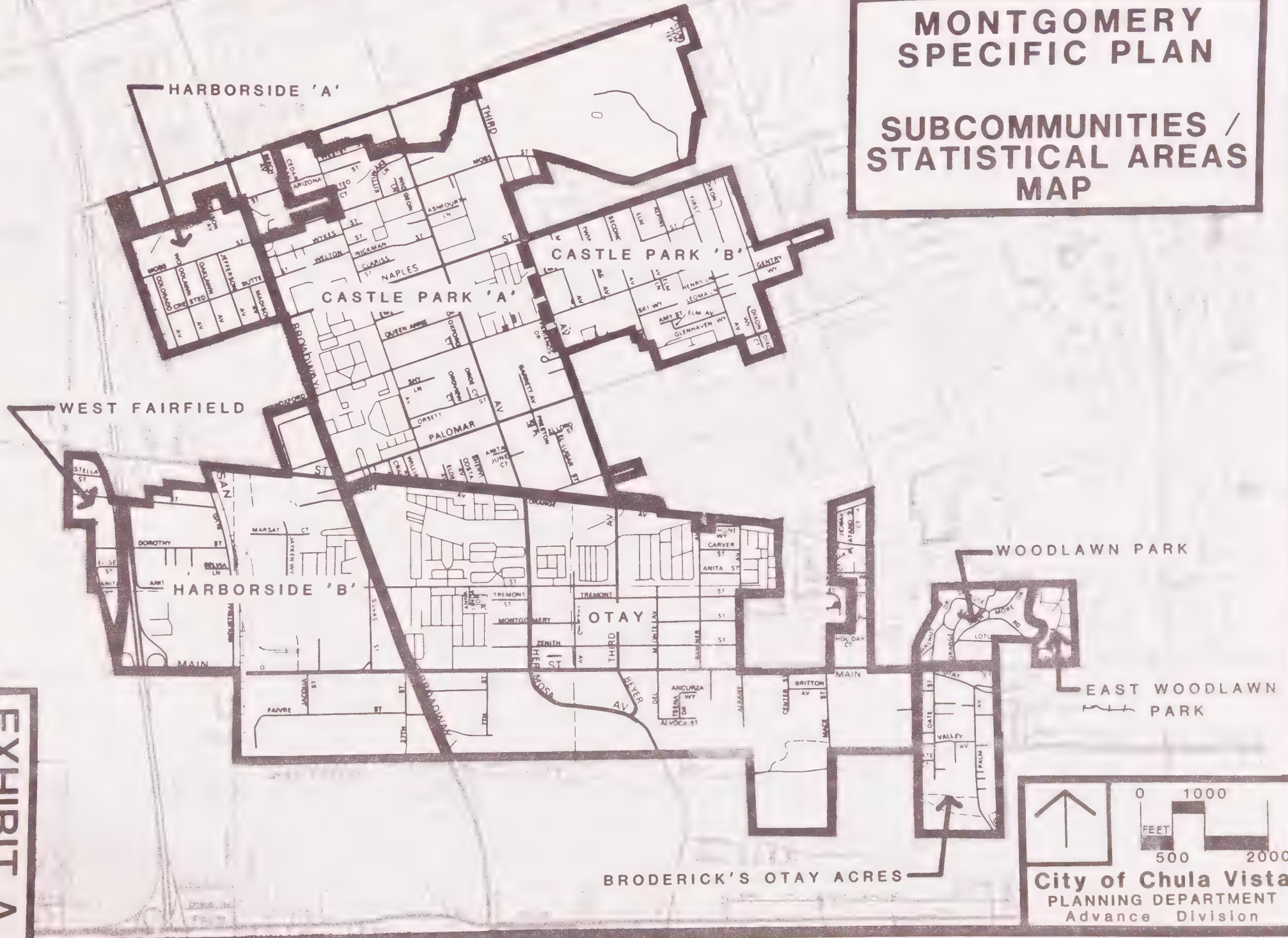
As post war Chula Vista expanded, it extended primarily into the area known as Montgomery. While the employment patterns of Montgomery, are similar to those of the balance of Chula Vista, the Montgomery Community has substantially more home occupations. These "cottage industries" constitute one of the major economic strengths of Montgomery, and suggest an opportunity for the successful planning of its physical fabric.

The Montgomery Specific Plan area is divided into several subcommunities which are significant in reference to land use planning. They have been identified by considering such factors as social relationships, historical reference, and geographical place name. The subcommunities are: Broderick's Otay Acres, Castle Park, Harborside and West Fairfield, Otay, and Woodlawn Park-East Woodlawn Park. (Please see map, Exhibit A)



# MONTGOMERY SPECIFIC PLAN

## SUBCOMMUNITIES / STATISTICAL AREAS MAP







### 3. Development

Early land use planning decisions made by a few private property owners have had a significant impact on the development of Montgomery and are evident today. This is exemplified by the Otay Townsite subdivision map recorded in 1887 and the Rancho de la Nacion subdivision map recorded in 1888.

The Otay Townsite, comprising 120 acres, was divided into 25 by 150 foot lots laid out in a standard gridiron pattern of blocks, streets and alleys. The street and lot pattern exists today and has been modified only slightly. The design of the subdivision does not meet today's minimum standards for traffic circulation and, lot and block platting.

The Rancho de la Nacion subdivision comprising a 5,000 acre tract was also laid out in the gridiron pattern that was common for the period. That part of the Montgomery Specific Plan area lying generally north of Orange Avenue is within the boundary of the Rancho de la Nacion subdivision. The original street pattern still exists and forms part of the major traffic circulation system of the community.

In contrast to the design of the Otay Townsite, the design of Rancho de la Nacion facilitated later development. The mapped streets in the subdivision were 80 feet wide. Blocks contained 40 acres which were divided into 5 and 10 acre lots. Although the gridiron subdivision pattern, in general, has many undesirable features, they were mitigated in the Rancho de la Nacion subdivision by the wide streets, large blocks, large lots, and the relatively large amount of land included in a single unified development. The initial alignment and width of the streets reserved enough land to provide for the future major street needs of the area. The large lots and blocks provided a flexible platting system that could be resubdivided to meet the changing land use needs and urbanization of the community.

Housing development in Montgomery occurred gradually in a piecemeal manner. Many different builders participated. It is estimated that there are 8,670 dwelling units in the community. Approximately 88% were built after 1949. The major portion of this development involved the resubdivision of the old Rancho de la Nacion subdivision. (Please see Table 1.)



Table 1

Montgomery Housing Development

A.	<u>Number of Single Family Dwellings:</u>	3,011*
B.	<u>Number of Multi-Family Dwelling Units:</u>	3,967*
C.	<u>Mobile Homes</u>	
	Number of Mobile Home Parks:	19 parks**
	Number of Mobile Home Spaces:	1,692*
D.	<u>Number of Residential Condominiums:</u>	390*
	(Note: The number of residential condominiums is included in the category of multi-family dwelling units above.)	
E.	<u>Total Dwelling Units:</u>	8,670*
F.	<u>Age of Housing*</u>	
	<u>Year Structure Built (Year-round Units)</u>	<u>Total Units</u>
	1979 to March 1980	263
	1975 to 1978	1,338
	1970 to 1974	1,823
	1960 to 1969	2,436
	1950 to 1959	1,396
	1940 to 1949	710
	1939 or earlier	277
	TOTAL	8,243

\*Source: SANDAG Estimate, 1985

\*\*Source: County of San Diego, 1985

#### 4. Planning

The concept of public comprehensive land use planning was first introduced into the Montgomery area with the December 5, 1967, adoption of the first San Diego County Regional General Plan. Prior to adoption of this plan, development in Montgomery occurred without intensive city-planning policy guidance. Although the County plan was not precise in nature, it nevertheless established a foundation for the future comprehensive planning of Montgomery.





The plan's initial Land Use Element Map was at a scale of two miles to the inch. Because of scale and the very general character of the plan, it was not intended to show a community level of detail or serve as a comprehensive land use plan for each of the many widely separated communities within the County. Subsequently, on January 3, 1979, this plan was amended, and Montgomery (South Bay) was identified as a distinct community plan component of the County Regional General Plan. Even though the scale of the plan map was enlarged, it still remained very general and the plan text remained countywide in scope and application.

The Montgomery (South Bay) Community Plan, on May 15, 1985, was again amended to enlarge its scale and to provide more detailed information and guidance. Land use category boundary lines were adjusted and land use designations were changed to reasonably reflect existing and projected land uses. The goals, policies, and objectives of the plan, however, remained countywide or regional in both application and scope, and were not focused solely on Montgomery.

While the County plan established a general planning foundation, the growing urban problems of the Montgomery Community require a plan with a greater degree of specificity. Some of the principal areas of concern within the community, where a more intensive planning effort is required, include urban decline, traffic circulation, rehabilitation, and urban design.

## 5. Zoning

For the first ninety-four years that San Diego County existed as a legal entity, there was no zoning control of land use for the Montgomery area. When zoning controls were established, they were implemented in three phases that spanned a time period of twenty-two years. Harborside was zoned first (1944), Castle Park second (1947), and Otay third (1966).

The length of time that Montgomery was unzoned had an adverse impact on the community. Without zoning controls incompatible mixed land uses were established, and created the haphazard pattern of land use which exists today. This is particularly evident in the Otay area, which remained unzoned until 1966.

Even after zoning was established, there was still a problem with land use control in Montgomery. This problem was predicated primarily upon the lack of a close relationship between the zoning pattern and its standards with identifiable general plan goals, objectives, and policies.



The zoning pattern in the Montgomery Community has been changed from time to time by both privately initiated and comprehensive public zoning efforts. The latest comprehensive zoning review of the community occurred in 1985. The 1985 rezoning, however, did not redirect the land use pattern of the community. Furthermore, the rezoning did not provide the community with a substantial degree of direction in conjunction with new growth, land use expansion, and redevelopment.

## 6. Conclusion

From the year 1850 to 1986, Montgomery has evolved from a sparsely populated rural community to a densely populated urban settlement. This has occurred largely with a minimum of governmental planning. It should be noted that, although the Montgomery Civic Council has been active in the planning affairs of the community for many years, its impact was limited due to the lack of County funding, staff support, and a community level planning program. Except for the short-lived Montgomery Municipal Advisory Council (1975-1978), there has been no government sanctioned community organization to speak for the public interest or help to coordinate development to meet the overall needs of the community. As a result, the community is now faced with the need to correct the adverse social and physical land use impacts created by a unit of urban development that came into being without the guidance of a comprehensive plan, or local planning organization.

## C. Plan Overview

Purpose and Scope - The purpose of the Montgomery Specific Plan is to provide a detailed guide for the orderly growth, development, redevelopment and conservation of the Montgomery Community. The tenure of the plan is expected to last over a period of several years. It is an intermediate level plan which provides a direct and responsive linkage between the Chula Vista General Plan and the City's regulations.

In Montgomery there exists a unique land use pattern that presents a special set of planning problems unique to Montgomery. The pattern is characterized by vacant and underutilized land and incompatible mixtures of land use. Under these conditions, the Montgomery Specific Plan is a particularly effective instrument to implement the Chula Vista General Plan as it relates to Montgomery.



The plan consists of a statement of community goals, objectives, policies, and diagrams. It specifies, in detail, the planned land use, support infrastructure, and standards and criteria for development and conservation. It contains an implementation program and a statement of the relationship between the Montgomery Specific Plan and the Chula Vista General Plan. Furthermore, the Plan embodies townscape and city planning proposals and suggestions.

D. Report of Survey

Methodology - While the Montgomery Community was unincorporated territory, San Diego County maintained a computerized land use inventory file for the area. Upon annexation, the file tapes were provided to the City of Chula Vista. The file required updating, as well as a change of format, in order to fit it into the City's existing land use inventory system. Accordingly, an intensive parcel-by-parcel land use field survey was conducted by specially trained field survey teams. This survey was completed during July 1986. Quality control was maintained by office editing of the field survey sheets and by probing exercises to sample the field work in selected complex areas. After the land use data for each parcel of land was verified, mapped, and assigned a land use classification code, it was entered into the City's computerized land use inventory system. For purposes of analysis and study, the specific land use classifications were grouped under the general land use categories, which follow the standardized land use inventory system of the City. The major land use categories are defined as follows:

Residential. Includes single, two-family, and multiple family dwellings, group quarters, and mobilehome parks. This classification does not include motels and hotels, which are classified as commercial uses.

Commercial. Includes general commercial and commercial recreation uses. It encompasses stores, offices, personal and professional services, and general retail activities.

Industrial. Encompasses limited, light, and heavy industrial uses, includes manufacturing, warehousing, wholesaling, mineral extraction and processing.

Public and Quasi-public. Includes government facilities, churches, private and public schools, and public utility uses.

Golf Course. Includes the only golf course within the planning area. The golf course has been classified as a separate land use category because it is a very unique land use in the community and comprises approximately 151 acres held in a single ownership.

Vacant and Other. Includes vacant land and land used for agricultural purpose. It does not include underutilized land.





## II. EVALUATION

### A. Analysis of the Montgomery Land Use and Land Occupancy Surveys

To make the evaluation more meaningful, the basic land use survey data was extended to record information from County land platting, census data, historical records, and discussions with property owners. The previously identified subcommunity names and boundaries also have been utilized as land use statistical area boundaries. It should be noted, however, that Castle Park and Harborside have been further divided into Castle Park "A" and "B" and Harborside "A" and "B". (Please see map, Exhibit "A".) The following tables 2 and 3 list the percentages and actual acres of existing land use in the Montgomery area. In the accompanying narrative, numbers extracted from the tables have been rounded to the nearest whole number. This might result in a difference in totals between the tables and the narrative.

#### Overall Land Use Pattern

Montgomery is a community characterized by a diversity of land uses. The degree and intensity of this fact is dramatically portrayed by the map of existing land use (Exhibit "B"). The full gamut of residential, commercial, and industrial land use is evident here. In several instances, these uses are randomly intermixed to the point where they create mutually adverse impacts. They, in some cases, have an adverse impact on the whole community as well. Following is a more detailed evaluation of the Montgomery land use pattern by major land use category.

#### Residential

Residential uses are distributed throughout the community. The pattern is uneven and, in some areas, illogical. This causes problems relative to the delivery of public services, community disorganization, and social isolation.

Residential uses occupy 878 acres (50%) of the total planning area. Single family residential uses occupy 522 acres (30%); mobilehome uses, 155 acres (9%); multiple family residential uses, 155 acres (9%); and two family residential uses, 48 acres (3%).

While there is residential dispersion, there is also significant concentration. For example, 55% of the single family acreage and 71% of the multiple family acreage is located in the Castle Park "A" and "B" statistical areas. The Otay statistical area contains 78% of the mobilehome acreage.












# MONTGOMERY SPECIFIC PLAN

## GENERALIZED EXISTING LAND USE

### LEGEND

SINGLE FAMILY RESIDENTIAL	
MULTIPLE FAMILY RESIDENTIAL	
COMMERCIAL	
INDUSTRIAL	
PRIVATE COUNTRY CLUB	
PUBLIC & QUASI-PUBLIC	
VACANT	

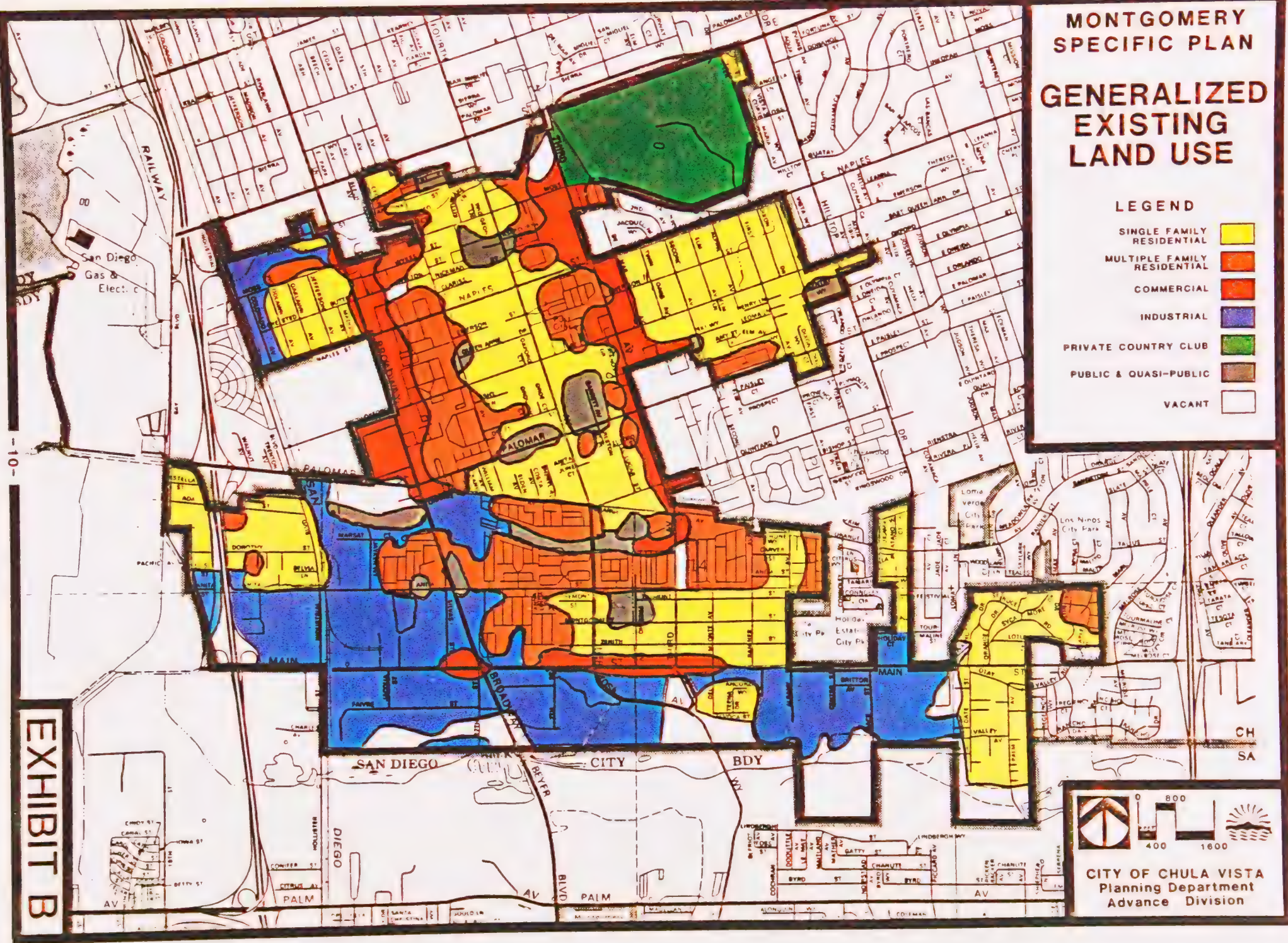


EXHIBIT B



CITY OF CHULA VISTA  
Planning Department  
Advance Division





TABLE 2

NET PERCENTAGE OF TOTAL LAND AREA  
BY MAJOR LAND USE CATEGORIES  
MONTGOMERY SPECIFIC PLAN - 1986

STATISTICAL AREAS

Use Category	Broderick's Otay Acres	Castle Park A      B	Harborside A      B	Otay	Woodlawn Park	E. Woodlawn Park	West Fairfield	Total		
<u>Residential</u>										
Single Family	66.0%	30.0%	74.0%	49.0%	14.0%	14.0%	64.0%	20.0%	26.0%	29.5%
Two-Family	2.0%	2.5%	10.0%	0	1.5%	1.5%	4.0%	0	1.5%	2.7%
Multiple Family	0	17.0%	7.0%	10.0%	3.0%	3.3%	0	69.0%	0	8.7%
Mobile Home	0	3.0%	0	1.0%	5.0%	22.5%	0	0	0	8.8%
Sub-Total	68.0%	52.5%	91.0%	60.0%	23.5%	41.3%	68.0%	89.0%	27.5%	49.7%
Commercial	0	8.5%	4.5%	11.0%	11.0%	8.7%	0	0	18.0%	8.2%
Industrial	1.0%	1.5%	0	24.0%	41.0%	30.0%	3.5%	0	32.0%	17.5%
Public-Quasi Public	0	7.0%	3.0%	0	2.5%	.6%	3.5%	0	0	4.7%
Golf Course	0	26.5%	0	0	0	0	0	0	0	8.5%
Vacant & Other	<u>31.0%</u>	<u>4.0%</u>	<u>1.5%</u>	<u>5.0%</u>	<u>22.0%</u>	<u>14.0%</u>	<u>25.0%</u>	<u>11.0%</u>	<u>22.5%</u>	<u>11.4%</u>
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%





TABLE 3

EXISTING LAND USE BY MAJOR CATEGORIES  
MONTGOMERY SPECIFIC PLAN - 1986

STATISTICAL AREAS  
 FIGURES IN NET ACRES

Use Category	Broderick's Otay Acres	Castle Park A            B	Harborside A            B	Otay	Woodlawn Park	E. Woodlawn Park	West Fairfield	Total		
<u>Residential</u>										
Single Family	44.49	171.00	120.68	36.92	37.09	76.28	27.24	3.22	5.26	522.18
Two-Family	1.13	15.04	16.71	0	4.34	8.29	1.68	0	.32	47.51
Multiple Family	0	97.28	11.30	7.22	8.86	17.76	0	11.34	0	153.76
Mobile Home	0	18.22	0	.85	13.15	122.76	0	0	0	154.98
Sub-total	45.62	301.54	148.69	44.99	63.44	225.09	28.92	14.56	5.58	878.43
Commercial	0	47.41	7.10	8.49	30.67	47.32	0	0	3.53	144.52
Industrial	.41	6.42	0	18.18	110.95	166.03	1.46	0	6.47	309.92
Public-Quasi Public	0	38.90	4.43	0	6.46	31.97	1.50	0	0	83.26
Golf Course	0	150.53	0	0	0	0	0	0	0	150.53
Vacant & Other	<u>20.71</u>	<u>23.75</u>	<u>2.01</u>	<u>3.53</u>	<u>58.73</u>	<u>76.80</u>	<u>10.53</u>	<u>1.87</u>	<u>4.43</u>	<u>202.36</u>
TOTAL	66.74	568.55	162.23	75.19	270.25	547.21	42.41	16.43	20.01	1769.02



Together with a mix of other types of residential uses, the older settlement areas of the community also contain substantial concentrations of single family development. These settlement areas include Broderick's Otay Acres, Fairfield Acres, Harborside, Otay Townsite, and Woodlawn Park. They appear on the land use map as somewhat isolated enclaves--separated from other similar land uses by distance, physical barriers, or other land uses.

### Commercial

There are 144 acres being used for commercial activities in Montgomery. This represents 8% of the planning area. The commercial land use is in a strip pattern located along Broadway, Main Street, and Third Avenue. This strip pattern has existed for several years and has in the past contained pockets of marginal uses and declining structures. During the past five years, some of these pockets have been revitalized by replacing the old structures with new buildings and attracting new business tenants.

The general configuration of business uses in the strip pattern follows an old established pattern of strip commercial zoning. The actual location and relationship of one business to another is the result of individual decisions made by many different entrepreneurs. In most cases, the businesses are not mutually supporting. Rather than being located in relationship to a common market or clientele, the only relationship of many of the businesses is that they happen to be located on the same street.

### Industrial

The major concentrations of industrial uses in Montgomery are located in the subcommunities of Harborside "B" and Otay. Out of the total 309 acres of industrially used land in the planning area, 276 acres (89%) are located in Harborside "B" and Otay. Considered in reference to the specific subcommunities, this means that industrial uses occupy 111 acres (42%) of Harborside "B", and 166 acres (32%) of Otay.

The major industrial concentrations are characterized by a wide range of different industrial use types, which in some cases are intermixed with residential and commercial uses. The existing industrial land use pattern lacks order and methodical arrangement. Heavy industrial uses are located adjacent to light industrial uses without due mitigation of mutually caused adverse impacts.

In terms of actual acres of land utilized for industrial purposes, minor concentrations are located in the subcommunities of Harborside "A" and West Fairfield. There are 18 acres in Harborside "A" and 6 acres in West Fairfield. The industrial



development in Harborside "A" is situated in a lineal pattern adjacent to the MTDB right-of-way and adjacent to similar uses to the north. Although there are adjacent residential uses, and some degree of land-use conflict, the industrial uses do not constitute a flagrant intrusion. On the other hand, the 6 acres of industrial use in West Fairfield present a different pattern. This area is composed of heavy industrial uses involving boat building, metal fabrication, and open storage. These uses are intermixed with 5 acres of residential use, and the coalescence combines to create a very undesirable land use complex.

### Public/Quasi-public

The most remarkable fact determined from the analysis of land devoted to public and quasi-public use is the small amount of public park land within the project area. The only existing public park in Montgomery is the Lauderbach Community Center. The total size of the site is 3.90 acres, which includes the center's building structure and parking. The Chula Vista General Plan establishes a park standard ratio of 4 acres of local park land for every 1,000 persons served, which includes the combined total needs for both neighborhood and community parks. Using this standard, and the Montgomery population of 25,000, the local existing park requirement is 100 acres. Since there are only 3.90 acres of existing park land in Montgomery, there is a serious deficiency of parks for the community.

The public and quasi-public land use category also includes such uses as schools, churches, and other public facilities. These uses comprise a total of 83 acres, or 5% of the planning area. The predominant land use in the public and quasi-public category is the public school system. There are two high schools, two elementary schools, and a district administrative center.

### Golf Course

By reason of its location, size, and use, the golf course is a unique feature of the Montgomery land use picture. It comprises 151 acres of land located in the northeast corner of the planning area. Although the golf course is privately owned, it provides a scene of open space, trees, grass, and natural beauty that can be enjoyed by all.

Should the golf course ever be converted to an urban residential or commercial land use, the impact of the conversion would be felt by the Montgomery community and the City of Chula Vista as well. Therefore, the golf course has been identified as a separate land use category so that it may be properly addressed in the specific plan for Montgomery.





## Vacant and Other

This category includes vacant land and land used for agricultural purposes. Agricultural land is included because, in Montgomery, what little there is can be readily converted to other uses. The infrastructure to support more intensive urban development is in place. Furthermore, the development trend in Montgomery shows a steady conversion of agricultural land to urban use.

There are 202 acres of land classified as vacant and other. The land is distributed throughout the planning area, in a fragmented pattern, and is held by several different owners. The larger parcels and concentrations of vacant land are located in the subcommunities of Harborside "B" and Olay. This amounts to 136 acres (67%) of the total.

All of the 202 acres should not be considered as prime land available for immediate development. Some parcels have severe development constraints, such as access problems, or location in a "wetlands" or floodplain area.

The overall issues of land availability and readaptability are discussed in finer detail in the following section, entitled "Land Availability Analysis."\*

## B. Land Availability Analysis

The purpose of the analysis is to determine the amount of vacant territory in Montgomery that is suitable for urban development. Also included in the analysis is a survey of underutilized territory. The information obtained from the analysis is one of the factors used in forecasting the land use space needs and designing the land use plan for the Montgomery Community.

### Vacant Territory

For purposes of analysis, the vacant territory has been classified as prime or marginal. The prime designation means there are no serious impediments to development. Sewer, water, and other utilities are in place or available. There is adequate public street access. There are no major topographic, drainage, or

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\* The future use of much of the vacant territory of the Montgomery Community will entail the marshaling of existing lots and parcels of land, and their subsequent replatting into well-ordered blocks of suitable building sites. The guidelines for this replatting, which will address the size, configuration, topography, and traffic service of proposed building sites, will be embodied in the text of the "Proposals" section of this plan.



apparent planning and environmental problems. The marginal designation means that there are serious impediments to development as related to the above stated factors. It should be noted the vacant territory has been classified only as to its suitability for urban development. It has not been classified as to availability or specific future use, such as residential, commercial or industrial.

The analysis indicates that there is relatively little undeveloped or vacant territory in Montgomery which is currently suitable for development (please see Table 4). The vacant territory comprises 202 acres, or 11%, of the specific plan project area. Only 64 acres, or 3.6% of the project area are prime for development. The remaining 138 acres, or 8% of the project area are marginal, and not suitable for development.

The amount of vacant prime territory which is suitable for development should be further reduced by taking into consideration the acreage already proposed for development. The combined acreage for which building permits have been issued or development proposals are in process amounts to 30 acres. If the said 30 acres is deducted from the total amount of prime vacant territory, it leaves a remainder of only 34 acres, or 2%, of the Montgomery Community that is vacant and suitable for development.

Parcel sizes of the prime vacant area range from 6,000 square feet to 13 acres. The vacant prime parcels of land are scattered randomly throughout the project area. The distribution and ownership pattern would preclude any major development from absorbing all the prime vacant parcels in a single project. This scatteration may also preclude their most efficient utilization.

The vacant marginal territory is comprised of several small, scattered parcels, and a few large parcels concentrated in pockets. The smaller parcels are not significant when appraised from the perspective of potential community-wide impact. The pockets of larger marginal parcels are located in the Otoy River flood plain and its associated wetlands. The use of these parcels is severely limited by federal, state and local regulations. Although there are severe physical and administrative restrictions, it is believed the flood plain area could be effectively devoted to public park and open space uses.



TABLE 4

Analysis of Vacant and Underutilized Territory:  
Montgomery Community

<u>Subcommunity</u>	<u>Vacant Territory (Ac.)</u>			<u>Underutilized Territory</u>	<u>Total</u>
	<u>Prime</u>	<u>Marginal</u>	<u>Total</u>	<u>(Ac.)</u>	
Broderick's Acres	0.00	20.71	20.71	6.90	27.61
Castle Park "A"	8.76	14.99	23.75	10.68	34.43
Castle Park "B"	2.01	0.00	2.01	40.72	42.73
Harborside "A"	0.00	3.53	3.53	16.02	19.55
Harborside "B"	26.12	32.61	58.73	16.88	75.61
Otay	22.33	54.47	76.80	224.78	301.58
West Fairfield	0.00	4.43	4.43	14.08	18.51
Woodlawn Park	4.55	5.98	10.53	12.36	22.89
East Woodlawn Park	0.00	1.87	1.87	0.00	1.87
TOTAL	63.77*	138.59	202.36	342.42	544.78

\* If the lands presently proposed for development are excluded, the total prime vacant territory would be about 34 acres, as of October 1986.





## Underutilized Territory

This classification includes territory which is being used substantially below its full capability. One typical example would be a subdivision that wastes land through poor lot and street design. Another example would be the use of a prime industrial site for the open storage of wrecked autos and junk.

Based upon a review of the comprehensive survey, application of subjective guidelines, and the employment of professional judgment, it is estimated there are 342 acres of underutilized territory in Montgomery (please see Table 4). This amount of underutilized territory presents a potential major source of land for new development and the improvement of the Montgomery Community. These could be accomplished through the process of land replatting and community revitalization.

### C. Public Facilities and Services

#### 1. Circulation System

- a. Adequacy. The road system in Montgomery has developed over many years under standards that are well below those of the City of Chula Vista. Consequently, many streets are incapable of smoothly handling the traffic, and lack the type of curb, gutter and sidewalk improvements found in most parts of Chula Vista.
- b. Median Islands. Five streets in Montgomery are classified as major streets by the Circulation Element of the City's General Plan. These major streets are:

Broadway  
Fourth Avenue  
Main Street  
Orange Avenue  
Palomar Street (I-5 to Broadway)

These major streets are generally deficient in infrastructural quality, and are particularly deficient with respect to median strip development.

- c. Street Lighting. There are 558 street lights in the Montgomery Community. About 10% of these lights are mercury vapor or low-pressure sodium vapor type fixtures, which do not meet City standards. These fixtures are being systematically changed to high pressure sodium vapor fixtures in accordance with City of Chula Vista standards.



Power lines along Broadway, Fourth Avenue, and Third Avenue are being undergrounded. This undergrounding program has varying completion dates, but should, in its entirety, reach fruition in 1988. Upon completion of the undergrounding, street lights will be placed on concrete standards.

- d. Traffic Signals. There are about 27 traffic signals in the Montgomery Community. The Capital Improvement Program for fiscal year 1986-87 carries funding for one more traffic signal at Second Avenue and Orange.

## 2. Drainage System

Montgomery's drainage system is comprised of the Judson, Palm Road, Southwest, and Telegraph Canyon Creek hydrologic sub-basins. The Judson, Palm Road, and Southwest sub-basins drain into the Otay River. The Telegraph Canyon Creek sub-basin drains directly into San Diego Bay.

Physically, the system consists of unimproved drainage ways, improved open channels, and underground conduits. Surface water runoff generated by severe winter storms sometimes overloads the individual systems, and as a result, some areas of Montgomery are periodically flooded.

The Telegraph Canyon Creek sub-basin is the largest in the Montgomery drainage system. Also, it collects the highest amount of runoff, which is conveyed to San Diego Bay by Telegraph Canyon Creek. Due to the potential flood threat to life and property posed by inadequate portions of this watercourse, the City Council has authorized the channelization of the westerly portion thereof.

## 3. Library

Montgomery is served by the Chula Vista Public Library, which is located in the Civic Center Complex at 365 "F" Street. The Community is also served by two small County branch libraries. One is located in Castle Park/Otay and the other in Woodlawn Park. San Diego County continues to operate these two libraries under contractual agreement with Chula Vista. In addition, several schools in the area maintain libraries for the use of their students.

The Chula Vista Public Library provides basic library services to the public-at-large. This library also houses administrative, technical, cultural, and audio-visual services. Its staff operates a children's program, and maintains a local history room. The library has 190,000 volumes, 500 periodical titles, 1300 video-cassettes, films, phonograph records, and audio-cassettes.



#### 4. Public Safety

- a. Fire Station. Montgomery is served directly by the Chula Vista Fire Department, Station Number 5. It is located at the southeast corner of Fourth Avenue and Oxford Street, and is staffed 24 hours a day, seven days a week. Its equipment includes two apparatus: a Telesquirt pumper, and a reserve 1,000 gallon per minute pumper, which is not staffed.
- b. Police. The City's Police Department presently has 132 sworn officers, who range in rank from Police Officer through Captain, and 56 civilian employees. The Montgomery Community is served by its per capita share of Police service.

The Police Department is also responsible for animal control within the City. There is 1 Animal Control Officer assigned to the animal regulation function of the Montgomery Community.

#### 5. Schools

The Montgomery Community is served by two school districts: the Chula Vista City School District, which serves students from kindergarten through the sixth grade, and the Sweetwater Union High School District, which serves junior high school and senior high school students. In addition, the Sweetwater Community College District offers a two-year collegiate curriculum and technical training for area residents.

Elementary schools which serve Montgomery are near capacity, but no new school construction or expansion is proposed at this time. Should there be a significant increase in the student population, it is anticipated that the increase would be accommodated by adding portable classrooms or by transporting students to less crowded facilities. The next two high school sites are proposed for the EastLake and Rancho Del Rey areas.

The Sweetwater Union High School District's facilities within Montgomery and the balance of Chula Vista are experiencing crowding. The district estimates its student population will increase at the rate of about 1,000 students per year. The crowding problem is being alleviated through the use of portable classrooms.





6. Sewers. On July 1, 1986, the Montgomery Sanitation (Sewer) District was dissolved and the City of Chula Vista took over the maintenance of sewerage within the involved area. The recently acquired sewer system has 80 miles of collection and trunk lines. This system comprised of 6 to 18 inch lines and covers approximately 2,248-acres. Sewage is discharged into the METRO System for treatment at the Point Loma Regional Plant, and ultimate disposal is handled by the METRO's ocean outfall. The newly annexed area's sewerage capacity rights in METRO are 2.1 million gallons per day (MGD). The system collection facilities for Montgomery are considered adequate, no new major improvements should be required within the next 10-15 years. Inasmuch as most of the area is developed, increased service would be primarily required as a result of replanning, replatting, rehabilitation, or town rebuilding.
7. Water. The City and its Montgomery Community are served by the South Bay Irrigation District. The water system is owned by the District and leased to the Sweetwater Authority for operations and maintenance.

The District resources include a 30 million gallon per day (MGD) treatment plant, two raw water impoundment reservoirs with a combined storage capacity of 53,100 acre feet, 350 miles of pipelines, a number of booster pumping stations and storage tanks, two deep wells, an aqueduct connection, interconnections with the City of San Diego, Otay Water District and the California-American Water Company. The District has sufficient capacity to meet twice its estimated water demand of 24,000 acre feet per year. These figures include all of Chula Vista within the Sweetwater Authority service area, and Montgomery. Although the present pipeline system which serves the Montgomery Community is adequate, the Sweetwater Authority proposes substantial improvements with the replacement of some 12" pipes at various locations within the next two years.

#### D. General Economic Conditions

##### 1. Employment Statistics

In Montgomery, the median family income in 1985 was \$20,000.\* This is significantly lower than the Countywide median family income of \$25,750. Unemployment was about 6%, which was near the Countywide rate. The distribution and occupational characteristics of the work force are listed in the following Table 5, and the major employers in Montgomery are listed in Table 5A.



Table 5.

Occupational Characteristics\*\*

<u>Occupation</u>	<u>No.</u>	<u>%</u>
Executive, Administrative, Managerial	804	10.6
Professional Specialty	504	6.7
Technicians and Related Support	207	2.7
Sales	809	10.7
Administrative Support Including Clerical	1,410	18.7
Private Household	19	.3
Protective Service	131	1.7
Service Except Protective & Household	997	13.2
Farming, Forestry, Fishing	211	2.8
Precision Production, Craft & Repair Services	1,167	15.5
Machine Operators, Assemblers, Inspectors	592	7.9
Transportation & Material Moving	318	4.2
Handlers, Equipment Cleaners, Helpers & Laborers	369	4.9

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 \* Source: City of Chula Vista Planning Department Estimate.

\*\* Source: Decennial Census of 1980.



TABLE 6

CITY OF CHULA VISTA  
MONTGOMERY COMMUNITY  
MONTGOMERY SPECIFIC PLAN  
"SURVEY OF MAJOR EMPLOYERS"

<u>MAJOR EMPLOYERS (MONTGOMERY)</u>	<u>LOCATION</u>	<u>TYPE OF BUSINESS</u>	<u>NO. OF EMPLOYEES</u>	<u>GENERAL COMMENTS</u>
K-Mart	Third Ave.	Retail sales	150	
Crower Cams & Equip Co.	Main St.	MFG	140	Auto equip. mfg.
Ralphs Grocery Co.	Broadway	Retail/groc.	133	
Target	Broadway	Retail sales	100	Automotive sales
McDonalds	Broadway	Rest.	92	
Southwood Center	Third Ave.	Clinic	73	
Mail Advertisers Service			70	
Fender Musical Instrument	Anita St.	Mfg.	68	Guitar string mfg.
Value Village	Main St.	Thrift shop	60	
Furr's Cafeteria	Third Ave.	Rest.	59	
McDonalds	Third Ave.	Rest.	59	
Jimmy's Restaurant	Third Ave.	Rest.	55	
Otay Farms, Inc.	Broadway	Groc/Prod.	50	
Royal Tiffany Mfg. Inc.	Anita St.	Mfg.	50	Mfg/art glass
Wendy's Hamburgers	Third Ave.	Rest.	45	
Big Bear	Third Ave.	Groc.	45	
Builder's Emporium	Third Ave.	Retail sales	42	





## 2. Commercial/Industrial Analysis

The amount of territory with a commercial zoning classification greatly exceeds the amount needed to serve the Montgomery community. Using the standard of 2 acres of commercial service per 1000 population, Montgomery, with a population of 25,000, would require about 50 acres of commercial service to meet its needs. The community has 187 acres classified commercial, with 144 acres actually in commercial use. The remainder is vacant or developed with a non-commercial use (please see Table 6). The commercial activities are, for the most part, modern and thriving. Therefore, it may be partially concluded that Montgomery is functioning as a commercial service center for a population much larger than is presently contained within the specific plan area.

Table 7.

### Comparative Commercial Zoning Analysis

#### City of Chula Vista/Montgomery

	Chula Vista		Montgomery <sup>(2)</sup>	
	Acres	%	Acres	%
A. Total Commercial Classified Territory	731	100%	187	100%
B. Territory Developed with Commercial Uses	461	63%	108	58%
C. Territory Developed with Non-Commercial Uses	159	22%	56	30%
D. Vacant Commercial Territory	109	15%	23	12%

#### (1) Standard of the Rule-of-Thumb:

Neighborhood Commercial	0.5 Acres/1,000 Capita
Community Commercial	0.5 Acres/1,000 Capita
Regional Commercial	0.4 Acres/1,000 Capita
Office, Highway, Visitor, Heavy Commercial	0.1 to 0.6 Acres/1,000 Capita

#### (1) Planning Authorities on the acreage required to provide combined neighborhood and community level commercial goods and services to 1,000 persons offer the following figures:

Gallion & Eisner, The Urban Pattern, 3rd ed.

1.00 Acres/1,000 persons

William H. Claire, Handbook on Urban Planning

.92 Acres/1,000 persons

F. Stuart Chapin, Jr., Urban Land Use Planning

.75 Acres/1,000 persons

Urban Land Institute, Shopping Center Development Handbook

1.08 Acres/1,000 persons

Source: (2) Montgomery Estimated Population: 25,159 as of January 1, 1986, California Department of Finance.



Analysis indicates that approximately 432 acres, or 36%, of the industrially zoned territory in the City of Chula Vista is located in Montgomery (please see Table 7). It is concentrated mostly in the Montgomery subcommunities of Harborside, Otay, and West Fairfield. This has led to the dense concentration of a wide range of industrial uses in a relatively small area. The land use pattern is mixed, which, in some instances, generates adverse economic impacts for both the industrial and non-industrial tenants.

Although the mixed land use pattern does have some negative economic aspects, it appears that the positive impacts of the industrial area far outweigh the negative. For example, the industrial district constitutes an employment center, it provides needed goods and services to a heavily populated area, and it provides a significant tax base while requiring a minimum of costly public services.

Table 8.

Comparative Industrial Zoning Analysis  
City of Chula Vista/Montgomery

	Chula Vista <sup>(1)</sup>		Montgomery <sup>(2)</sup>	
	Net Acres	%	Net Acres	%
A. Total Industrial Classified Territory	773	100%	432	100%
B. Territory Developed with Industrial Uses	234	30%	307	71%
C. Territory Developed with Non-Industrial Uses	280	36%	35	8%
D. Vacant Industrial Territory	259	34%	90	21%

Sources: (1) City of Chula Vista, Land Use and Zoning Analysis, July 1981.

(2) Montgomery, Land Use Inventory, July 28, 1986.

Compared to the remainder of the City, the percentage and amount of industrially-zoned land in Montgomery which is actually used for industrial purposes is very high. Seventy-one percent or 307 acres, of the industrially-zoned land in Montgomery is being used for industrial purposes, whereas in the remainder of the City of Chula Vista, only 30%, or 234 acres, of the industrially zoned land is actually developed with industrial uses.

For the most part, the industry in Montgomery appears to be thriving and healthy. The demand for new industrial sites seems to be increasing while the availability of such sites is decreasing. This conclusion is based on recent interviews with industrial site developers, land availability studies,



industrial site plans being processed, and a survey of sites where new industrial buildings are under construction. If the demand for new industrial sites continues and increases, it is believed the existing marginal uses and underutilized industrial sites will be naturally redeveloped or revitalized in response to the economic pressures of the market-place.

### 3. Comparative Analysis: Retail Sales

The analysis of Table 9 lists the ranking of various cities within the County of San Diego. Of these cities listed, Lemon Grove is ranked number 1. This ranking is based on retail sales/per capita and population/retail sales. Local sales and use tax for Lemon Grove are based on per capita (population), with the per capita established at (69.65). The conclusion that may be assumed is that, while retail sales are higher in Montgomery (ranked 2) than Lemon Grove, the sales are based on per capita (population) indicating a lower population; therefore, raising the per capita above that of Montgomery as well as all other cities. Other indicators that may be assumed from Table 9 are that cities with high retail sales have a strong commercial/industrial base. Furthermore, although Imperial Beach has a similar population to Montgomery, this similarity ceases to exist when comparing retail sales. In comparison, Montgomery has four times the retail sales of Imperial Beach, which indicates Montgomery's mercantile prowess.

Table 9.

#### Comparative Analysis of Retail Sales - Per Capita (1985) + Local Sales & Use Tax/Per Capita

<u>City</u>	<u>Population</u>	<u>Retail Sales</u>	<u>Per Capita</u>	<u>Local Sales &amp; Use Tax</u>	<u>Per Capita</u>	<u>Ranking</u>
Lemon Grove	21,798	142,719,000	6,547	1,518,287	(69.65)	1
Montgomery	25,159	154,388,000	6,136	1,642,425	(65.28)	2
Chula Vista (Ex-Montgomery)	91,166	547,568,000	6,006	5,825,191	(63.89)	3
Santee	49,258	253,114,000	5,138	2,692,702	(54.66)	4
Vista	43,450	198,516,000	4,569	2,111,872	(48.68)	5
Poway	39,947	172,059,000	4,534	1,830,414	(45.82)	6
Oceanside	96,553	419,468,000	4,344	4,462,425	(46.21)	7
Imperial Bch.	24,550	35,203,000	1,434	374,500	(15.25)	8

SOURCE: California State Board of Equalization, Twenty-Fifth Annual Report - 1985 California, Department of Finance, May-1985-Report 84E1





#### 4. Local Business and Home Ownership

Business Ownership. To determine the extent of local business ownership, the Chula Vista Planning Department surveyed a 10% random sample of all the businesses within the Montgomery Community. The survey included field interviews with managers and owners and also a review of official records.

Of the 90 businesses surveyed, analysis indicates 87% are locally owned, with proprietors residing in the City of Chula Vista or within the South Bay area. The remainder, or 13%, were found to be non-locally owned businesses, with proprietors residing outside of the South Bay area.

This indicates the Montgomery Community has a high percent of locally owned businesses (87%). Given the above factor, it would be understandable that a high percentage of local business owners would participate in the community planning process or be subject to do so.

Home Ownership. The extent of local home ownership is an estimate of the Chula Vista Planning Department. It is based on data extracted from the 1980 Census and information from the San Diego Association of Governments.

It is estimated that there are approximately 8,670 dwelling units in Montgomery and 45% are owner occupied. By type, the owner occupied units are predominately single-family detached structures, which are arranged in an enclave pattern throughout the project area.

The distribution of owner occupied dwellings should facilitate community-wide citizen participation in the planning process and result in a plan acceptable to the Montgomery Community with substantial community support.

#### 5. The Cottage Industry Factor

In Montgomery, there are certain uses which have been classified as "cottage industries." As used in this text, "cottage industry" refers to limited commercial and industrial uses which provide products and services from sites which are not zoned commercial or industrial. They are operated in conjunction with a dwelling, and are more extensive than home occupations.



The cottage industry factor is of particular importance in Harborside and Otay, where there are several cottage industries in operation. Characteristically, the "cottage industry" operation in Harborside or Otay is family owned and operated. It provides a speciality service or product on a small scale. This includes such uses as metal work, ceramics, auto repair, tailoring and hairdressing. The "cottage industry" provides income to the owner and goods and services to the community. While the "cottage industry" is an economic asset which should be recognized by the specific plan, the plan must establish regulations and standards to prevent the "cottage industry" from disrupting residential areas.

#### 6. Mixed Land Use Patterns

Montgomery is a striking example of a community characterized by its mixed land use pattern and it does have certain land use problems related to its mixed land use pattern. Nevertheless, it appears this land use pattern will exist into the next century.

The adverse features of the mixed land use pattern notwithstanding, Montgomery appears to be vital and thriving. It is a bustling, busy place. On the positive side, the mixed land use pattern establishes Montgomery as a unique and interesting place. It relieves the dullness and sameness, which is characteristic of some completely planned, modern communities. The mixed land use pattern underlies the economic and social success of the community. Therefore, given that the mixed land use pattern will continue to exist, a goal of the specific plan should be to minimize its negative aspects, while fostering the economic and social contributions derived from it.

#### E. The Urban Form and Function of the Montgomery Community

The Montgomery Community is an identifiable settlement, and has a distinctive urban form, fabric, and functional pattern, which coalesce to produce the Montgomery "personality."\* The Montgomery Community, furthermore, is comprised of several, distinguishable subcommunities, which contribute to the overall personality of the settlement, but which, on the other hand, express their individualism.

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\* Montgomery is more than a community or cluster of neighborhoods. Its area and population give it the scale of a medium-sized urban center. Its developmental history, settlement pattern, and complex internal structure provide it with the characteristics of a "city." In the following table, Montgomery's demographics are compared with those of several California cities.



Cities in California with populations between 20,000 and 24,000 and land areas ranging in size from 3.0-4.6 square miles are as follows:

<u>City</u>	<u>1985 Population</u>	<u>Area in Square Miles</u>
Belmont	24,505	4.30
El Cerrito	23,250	3.70
Imperial Beach	24,575	4.40
Lemon Grove	21,804	3.80
Millbrae	20,415	3.20
Port Hueneme	20,000	4.50
San Carlos	25,914	4.50
Santa Paula	22,655	4.60
Seaside	21,362	4.00
South Pasadena	22,681	3.50
Stanton	27,379	3.30
MONTGOMERY	25,159	3.50

In the following paragraphs, the urban form and function of Montgomery-at-large, and those of its constituent subcommunities are evaluated from the standpoints of their viability, integrity, and vulnerability. They are also evaluated on the basis of their townscape planning--the branch of city planning which deals with "visual and functional relationships."

For the purpose of this evaluation, integrity is defined as "sound and complete"; viability as "feasibility over an extensive period of time"; and, vulnerability as "susceptibility to damage or decline from erosive urban forces."

#### 1. Montgomery-at-Large

Montgomery is located on the low coastal plain which forms the eastern shore of San Diego Bay. Its terrain is gently undulating, with low hills to the north and east, which slope downward to the south and west. The major geographical features of the community are the Otay River and the San Diego Bay. The Otay River is also the southerly boundary of the Montgomery Specific Planning Area. It separates Montgomery from the South Bay section of the City of San Diego.

Montgomery is a low-profile, medium density, suburban community, which is substantially developed. It is characterized by its mixed land use pattern, strip commercial, incomplete infrastructure, scarcity of park sites, and generally unkempt appearance.





The 3.5 square mile Montgomery Community is compact, and very irregular shape (Please see Exhibit A). Its boundaries follow a free-form course. This boundary pattern resulted from piece-meal annexations. It is not related to common city boundary determinants, such as man-made barriers or physical features.

Over the years resubdivision activity has left its mark upon Montgomery. Although this activity has increased the Community's stock of single-family dwelling sites, it has also created a number of panhandle lots and substandard streets. The continuation of substandard platting practices could significantly impair the Community's ability to improve its aesthetic character, environmental quality, and circulation.

Montgomery's need for additional building sites could be conciliated with its interest in promoting its order and amenity by the adroit application of the City's subdivision and street improvement standards.

The principal focal point of the Montgomery Community is the Oxford Center and its immediate vicinity, which is located at the intersection of Oxford Street and Third Avenue. The Oxford Center also has a post office and medical, business, shopping, and professional services. The Lauderbach Community Center is located in the area. It consists of a park and a multi-purpose building. This center functions as the social, cultural, civic focus of the community. It has good access for both pedestrian and vehicular traffic, and is within walking distance of several nearby high density residential complexes. A goal of the specific plan should be to retain and improve this area as the main activity center of the community.

Business activities in Montgomery are arranged in a linear fashion, mainly along Broadway and Third Avenue. This land use pattern is comprised of several small shopping centers connected by shallow strips of varied commercial uses. The shopping centers provide visual and functional relief from the strip commercial. To the casual observer, the overall streetscape may seem stark and uninviting. However, this streetscape, despite its amenity problems, has not substantially affected the high level of revenue production of the commercial strips and enclaves of the Montgomery Community. Any changes to the commercial form of structure of Montgomery should be cognizant of the community's need for economic growth, as well as beautification.



## 2. Montgomery at its Interface with Other Communities

Montgomery has no existing significant, interface conflicts with either the remainder of the City of Chula Vista or the City of San Diego. In most instances, the existing land uses on both sides of its interface boundaries are the same, or similar. Land use transition flows so smoothly and easily that the change from Montgomery to its surrounding area is hardly noticeable. The same holds true for traffic circulation. Major streets enter and exit the community on the same alignment and with little noticeable change in street patterns.

The differences between Montgomery and adjacent areas are often small, if not intangible, but definitely existing. Montgomery has its own physical personality, and this personality should be fostered by the specific plan. One of the dominant physical features common to the subcommunities of Montgomery is the individualism of its residential areas. Montgomery's avoidance of the "cookie cutter" approach is refreshing.

## 3. Broderick's Otay Acres

This small residential subdivision has a high degree of land use integrity and viability. It is principally comprised of modest single family dwellings, and functions as a residential neighborhood. It tends to be rural in appearance and land use pattern, and almost socially and culturally self-sufficient.

In recent years, noticeable improvements in the area have been realized and rehabilitation efforts are in progress. The boundaries of Broderick's Otay Acres are clearly mapped and apparent from on site observation. Its street system substantially protects it from external traffic. However, it is somewhat vulnerable to industrial intrusion from the west.

This vulnerability is heightened by the Chula Vista General Plan, which designates Broderick's Otay Acres as "Research and Limited Industrial." The existing zoning of the subcommunity is RV15. This is a residential zone classification which permits 14.5 dwelling units per acre. It is a continuation of the San Diego County zoning which existed prior to the Montgomery annexation.

The aforementioned zoning and land uses are not consistent with Chula Vista's General Plan "Research and Limited Industrial" designation for the area. Therefore, resolution of this conflict must be regarded as a top priority of the Montgomery Specific Plan, and must be predicated upon the social, economic, physical and townscape elements of the area.



Furthermore, in view of its existing land use and ownership pattern, Broderick's Otay Acres should be subjected to intensive study and evaluation prior to the formulation of goals, objectives, policies, and proposals for its future development.

4. Castle Park

This subcommunity functions primarily as a residential area, but it also provides commercial service for the whole South Bay. It is linked to the rest of Montgomery by public transit, and an effective street system, which extends east-west and north-south.

While easily defined by map, the boundaries of the Castle Park Subcommunity are not readily apparent from ground observation. This is because there are few critical features of terrain or land use to differentiate it from the adjacent territory. Although the subcommunity is comprised of varied land uses, it has a high degree of land use integrity and viability.

The commercial, industrial, and residential uses are arranged in a buffered pattern which protects the integrity of each category from unwarranted intrusions. This integrity is further enhanced by the street pattern, lack of vacant land, and the relative newness of the structures.

The subject subcommunity's high viability is evidenced by the recent construction of three small retail shopping centers and three apartment complexes within its confines. Castle Park's business and residential structures, furthermore, appear to be reasonably well maintained.

Castle Park, in general, has a low degree of vulnerability. This is due to its internal land use integrity, and relatively-adroit City planning.

5. Harborside, West Fairfield

This subcommunity forms the westerly portion of the Specific Plan Area, which includes all of the project territory west of Broadway. It functions primarily as a commercial-industrial service area. It functions secondarily as a residential area in that it contains three separate residential enclaves.

Broadway, Main Street, and Industrial Boulevard are the major routes, and link the subcommunity to surrounding areas. Harborside is also served by the San Diego Trolley and contains one of the mass transit system's principal stations. This station, situated at Industrial Boulevard and Palomar Street, serves the whole Montgomery Community.





The overall pattern of land use in Harborside is one of mixed commercial, industrial and residential uses. It lacks of overall community integrity. However, there are small viable enclaves of commercial, industrial, and residential uses which have a high degree of internal integrity.

Vulnerability, which often stems from the mixed land use pattern, is an important factor in Harborside. For example, the three residential enclaves in the subcommunity are particularly vulnerable to the intrusion or adverse impacts from adjacent industrial and commercial land uses. These enclaves are known as Fairfield, Harborside and Paula Gardens.

West Fairfield is a part of the Harborside subcommunity's Fairfield neighborhood. Since it is separated from the balance of the Fairfield neighborhood by I-5, it is generally called "West Fairfield." It comprises a 20 acre enclave characterized by a jumbled arrangement of incompatible land uses, and manifests the general appearance of those urban areas which developed without benefit of city-planning policies and/or zoning regulations.

West Fairfield's urban form is further emphasized by the low standards and poor maintenance of its streets. Land use integrity is nonexistent. The viability of the area is very questionable. The mixed land use situation makes the area extremely vulnerable to economic and physical deterioration. It is believed, however, that West Fairfield has the capacity to revitalize, and that the Montgomery Specific Plan could provide the stimulus.

## 6. Otay

This subcommunity functions as a commercial-industrial service area and as a residential neighborhood. It manifests a pattern of mixed land use, which lacks overall land use integrity. However, in spite of this, the subcommunity is a viable entity. New business and industrial uses are being established. The modest residential structures in the community are reasonably well maintained.

Otay's major commercial-industrial thoroughfare is Main Street, which has direct freeway access to I-5 on the west, and I-805 on the east. Otay has direct street linkages to and through the community. However, the internal traffic circulation system within the industrial area south of Main Street requires substantial improvement.





The old and historically-important residential enclave of the Otay Townsite is vulnerable to commercial intrusions from the existing commercial and industrial uses along Main Street as well as the commercial uses along Broadway. Another enclave of residential use that is particularly vulnerable is a development known as Whittingtons Subdivision. It is a small subdivision located on the south side of Main Street at its intersection with Del Monte Avenue. It is isolated by industrial-commercial uses on three sides and a floodplain on the other.

7. Woodlawn Park/East Woodlawn Park

This 58 acre enclave is situated on a small hill located at the extreme southeasterly edge of the project area. It is somewhat isolated by reason of topography, street access, and spatial reference to the other Montgomery subcommunities, to which it is linked by Main Street.

The subcommunity is divided into two distinct, contiguous, neighborhoods-Woodlawn Park and East Woodlawn Park. Both function as residential neighborhoods, and although both have the same primary function, they are quite different in several respects.

Woodlawn Park is one of Montgomery's early settlements. It is comprised substantially of single family dwellings. The neighborhood has declined over the years, and this is reflected in the appearance of the dwellings and the low standards and generally poor maintenance of its streets. Community Block Grant funds have been recently used to help revitalize the neighborhood. The improvements are noticeable, but further improvement is required. While further infrastructural improvements are needed, the cardinal emphasis should be placed on housing rehabilitation and the adroit replatting of the area. Much could be accomplished through the employment of the cluster-garden concept of land subdivision, and its emphasis upon common open space.

Although there appears to be little vulnerability or threat of intrusion from without, the community appears vulnerable to internal decline. This decline poses a threat to the quality-of-life and property values. While the involved specific circumstances are different, like those of West Fairfield, it is believed Woodlawn Park has the capacity to revitalize. The Montgomery Specific Plan could provide the stimulus and the vehicle to accomplish this.



East Woodlawn Park is a small enclave of the Woodlawn Park subcommunity. It is comprised of a relatively new condominium project and several new single family dwellings. It reflects modern subdivision and development standards required of current development. By its design, access, and topography, East Woodlawn Park constitutes an enclave within an enclave. It does not have a close functional relationship with old Woodlawn Park.

The single-family component of East Woodlawn Park, while small, merits special mention for its order and amenity. This development could provide a prototype for the replatting and revitalization of several of the settlement within Montgomery.

## F. Environmental Concerns and Potential Land Use Friction

### 1. Environmental Concerns

There are several environmental concerns regarding the Montgomery area. These include coastal zone protection, air pollution, toxic waste disposal, and protection of the wildlife and riparian habitat, and the disposal of waste products from the recycling centers and auto wrecking yards. The area known as West Fairfield and the southwesterly corner of the project area lie within the Coastal Zone. Any specific plan proposals for these two areas must be in accord with the State Coastal Plan. Some existing land uses in the project area have an air pollution potential. These uses include paint shops and an infectious waste incinerator, which need periodic monitoring to insure that environmental safety requirements are not violated. The Otay River Floodplain, which is a major wildlife and riparian habitat, forms the southerly boundary of the project area. It is subject to both Federal and State regulations which severely limit its use. Any specific plan proposal for the floodplain, therefore, must be closely coordinated with the State and Federal authorities. The recycling centers and auto wrecking operations generate non-reusable by-products which are environmentally significant. These include battery acid, rubber tires, auto interior trim, oil and, other automotive fluids. The improper disposal of such by-products could pose a serious threat to human life, and to plant and animal life as well. Additional environmental concerns include the Sweetwater Fault, which is identified by the Seismic Safety Element of the Chula Vista General Plan, and noise generated by traffic and industrial operations.



## 2. Existing and Potential Land Use Friction

There is existing land use friction the entire length of Main Street. The unplanned mixing of commercial, light industrial and heavy industrial uses along this major street has caused friction related to traffic circulation, noise, and visual pollution. In some instances, the heavy industrial uses on the south side of Main Street have intruded into the natural habitat area of the Otay River floodplain and wetlands. There are other friction points where residential subdivisions abut industrial uses. The affected subdivisions include Fairfield, Harborside, Otay Townsite, Paula Gardens, and Whittingtons Subdivision.

Potential land use friction points exist in Harborside and Otay where there are fairly large areas zoned for heavy industry. Such zoning has the potential for permitting the expansion or intensification of existing heavy industrial uses, to the detriment of neighboring residential or commercial developments.

## G. Basic Needs

### 1. Land Use

Montgomery is a dynamic community. It is being changed and reshaped in response to impinging economic, political, and social pressures. The emerging form and reformation of Montgomery's urban pattern are major issues which can not be fully addressed by the overall Chula Vista General Plan. It is too general. Therefore, there is a need to provide a more detailed guide for the orderly growth, development, revitalization and conservation of the Montgomery Community. The Montgomery Specific Plan meets this need. It provides detailed land use guidance at the community level and implements the Chula Vista General Plan as it relates to Montgomery.

### 2. Urban Revitalization

Montgomery is showing signs of needing revitalization. Public and private improvements have not kept pace with its population growth and land use intensification. Improvements in housing, commercial, and industrial uses are in need of substantial addressment. Some of the older businesses and residential structures have declined to the degree that either rehabilitation or replacement is needed. There is also a patent need to reduce the visual pollution from illegal signage, which, furthermore, could jeopardize the safety of pedestrians and motorists within the community. These, as well as other pressing needs, will be the subject matter of the "Plan Section" of the Montgomery Specific Plan.





### 3. Townscape Planning

The comprehensive survey of Montgomery clearly indicates this community's need for substantial improvement in its visual and functional relationships, or townscape planning. This need has been partially explored in the above paragraph under the discussions related to circulation and replatting. Townscape planning, however, covers the entire field of "amenity," and most particularly focuses upon the aesthetic quality and appearance of settlements.

The improvement of the visual and functional relationships, overall amenity, and aesthetic quality of the Montgomery Community is a major commitment of the Specific Plan, and is both independently and dependently addressed, in association with "land use planning," in the policies, proposals, and regulations of this work.

### 4. Territorial Replatting

In the subcommunities of Harborside and Otay, there are sizable areas which have been incrementally subdivided. Over the years, this method of subdivision evolved into an overall haphazard lot pattern without adequate provision for access and traffic circulation. These factors severely limit the use and economic return from the subject lands. By replatting these areas in accordance with modern design standards the public interest would be served by a more efficient use of scarce land resources. Both private and public interests would be served from a higher economic return on the land.

The street and lot pattern of the older settlement of Montgomery could be improved through replatting. Such replatting would enhance the order and amenity of the community, and contribute to its revitalization. Replatting could bring about a more efficient use of land, promote the maintenance of neighborhoods, and improve traffic circulation.

### 5. Streets and Street Improvements

Many of the streets in Montgomery do not meet Chula Vista's street improvement standards. These standards include specifications for street widths, paving, drainage, traffic controls, sidewalks, curbs, gutters and drive approaches. The City Council, very much aware of the problem, is now contracting for a detailed analysis of the 35 miles of streets in Montgomery. This analysis will provide a basis for a systematic long-term program of street improvements, which will be coordinated with the Specific Plan.



6. Storm Drainage and Other Infrastructure

One of the main concerns in the Montgomery Community, as expressed by its residents, is the lack of storm drains and flood control, especially in the subcommunity of Castle Park. The principal concern within Castle Park is the Telegraph Canyon Creek, which transverses part of the northerly area of this subcommunity. There is the potential flooding which extends as far south as Naples Street. Other concerns is the lack of drainage, open drainage and the health and safety hazards associated with these problems, which are exacerbated during the monsoon season.

7. The Alley Situation

The Otay subcommunity is a unique settlement within the Montgomery Community. It is the only one with alleyways. The alley situation within the Otay settlement will be addressed in the Specific Plan<sup>1</sup>.

There are several associated problems with alleys including their lack of paving, dust pollution, illegal trash dumping, and their encouragement of the unauthorized parking of cars, trucks, and illegally dumped vehicles. The resolution of these problems is prerequisite to the revitalization of residential areas of Otay. If properly planned and maintained, alleys can substantially contribute to the circulation and convenience of gridiron settlements.

8. Parks, Libraries, and Other Public Facilities

Library service for Montgomery is limited to the main library in the Civic Center of Chula Vista and branch libraries located in Woodlawn Park and Otay. A Master Public Library Plan is currently being undertaken and will speak to the City's overall library service needs, as well as the needs of the several communities of this municipality. The Montgomery Specific Plan will be coordinated with the Master Library Plan.

Fire and police facilities for Montgomery are adequate, but should be increased as the need for such is necessitated by the growth and development of the community. The forthcoming comprehensive update of the Chula Vista General Plan, as well as the Specific Plan, will provide direction for the provision of public services within the community.

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<sup>1</sup> For the most part, alleys are a pre-World War II phenomenon, and were universally used with gridiron cities on the local scene. They provide evidence of the heritage of the Town Centre of Chula Vista, as well as that of the "Town of Otay."



## H. Conclusion

The foregoing evaluation of the City's comprehensive survey of the Montgomery Community provides direction for the formulation of the Montgomery Specific Plan.

### Evaluation of the Montgomery Land Use Occupancy Surveys

The evaluation indicates Montgomery is a community characterized by a diversity of land uses. The full gamut of residential, commercial, and industrial land use is evident here. In some instances, these uses are randomly intermixed.

Residential uses occupy about 878 acres (50%) of the planning area. These uses are distributed throughout the community in a pattern that is uneven and, in some areas, illogical.

There are about 144 acres of commercial land use in Montgomery. By accepted planning standards, this is more than double the amount of commercial area needed to service the community's 25,000 population. Therefore, it may be concluded that Montgomery is providing commercial service for a much larger population than is contained within its boundaries, as well as supporting a number of marginal commercial enterprises.

Industrially used land in Montgomery is characterized by a wide range of use types which in some cases are intermixed with residential and commercial uses. Of the 309 acres of industrially used land, 276 acres are located in the subcommunities of Harborside and Otay. The existing industrial land use pattern, to a large extent, lacks amenity, order, and methodical arrangement.

Montgomery has a scarcity of public parks. According to the Chula Vista General Plan's principles and guidelines for park land, Montgomery presently needs 100 acres of parks. It has about 4 acres of existing park land, which leaves a deficiency of 96 acres. While school recreation lands and Chula Vista Parks on the fringe of the Montgomery area provide some assistance, Montgomery still has a critical park need.

### Land Availability Analysis

The vacant land in Montgomery suitable for development is scarce. There are approximately 34 acres of prime, vacant land. This land is held in different ownerships, and distributed in a fragmented pattern, which precludes its optimum organization into large developmental sites.

There are approximately 342 acres of underutilized territory in Montgomery. This is a potential major source of land for new development or redevelopment.





## General Economic Conditions

The intensive concentrations of commercial and industrial activities in Montgomery provide a strong tax base. Compared to seven cities in San Diego County, Montgomery ranks second in the amount of per capita retail sales and local sales and use taxes. For the most part, commerce and industry in Montgomery appears to be healthy and thriving. The demand for new sites seems to be increasing, while the availability of such sites is decreasing.

The mixed land use pattern in Montgomery will exist into the next century. This mixed land use pattern partially underlies the economic and social success of the community. Therefore, a goal of the specific plan should be to minimize its negative aspects, while fostering the economic and social contributions derived from it.

## General Impacts

Due to Montgomery's mixed land use pattern, the factors of land use integrity, viability, and vulnerability are of particular importance. These factors must be carefully considered in the process of establishing community land use goals, and determining which areas should be conserved, and those where change is needed.

There are several environmental concerns regarding the Montgomery area. These include coastal zone protection, air pollution, toxic waste disposal, wildlife habitat protection, and the disposal of waste products from the industrial plants and auto wrecking yards.

Some of the foregoing matters involve State and Federal jurisdiction. Therefore, any specific plan proposals coming within the purview of the State or Federal regulations must be properly coordinated with the appropriate agencies.

## Visual and Functional Development Patterns: Townscape Planning

Montgomery is a low-profile, medium density suburban community, which is substantially developed.

The community is a composite organization of five subcommunities, with its principal focal point being the Oxford Center, and its immediate vicinity. These five subcommunities are the building blocks of the Montgomery Specific Plan.

Montgomery is a multi-functional community. It serves a residential function for 25,000 people. The community provides commercial service for an area extending far beyond its borders. Its many industrial activities constitute a major industrial effort of the South Bay area. Montgomery functions as a transportation conduit between I-5 and I-805, and between San Diego and Otay Mesa-Nestor. It is a major link to the Brown Field-Otay Mesa airport, industrial area, and the second border crossing.



The conclusions which are drawn from the analysis are:

Chula Vista's General Plan does not fully address the major issues of the urban pattern of Montgomery;

The Montgomery Specific Plan must meet these needs, and provide detailed land use guidance for the community;

Improvements in housing, commercial, and industrial uses, as well as in public facilities and infrastructure, are in need of substantial addressment.

### III. TRENDS ANALYSIS AND FORECASTS

#### A. Trends Analysis:

##### 1. Residential Development

Between 1980 and 1986, 542 dwelling units were constructed, or placed, in Montgomery. During the previous five-year period, 1600 units were established. Of the 542 units established within Montgomery between 1980 and 1986, 76% were multi-family dwelling units and 6.5% were single-family units.

A review of the foregoing information, in conjunction with the current Montgomery land use map and 1978 aerial photographs suggests a specific residential development trend in Montgomery. This trend indicates a large increase in multi-family dwellings, with a decline in single-family unit production. There is also a definite trend toward a significant reduction in the total number of units constructed or located per annum. Factors behind these trends are predicated upon the economics of the market-place and the diminution of the supply of developable land, as well as the area's existing zoning pattern.

##### 2. Commercial Development

From 1978 to 1986, about 20 acres of new commercial land use was established in Montgomery. This use did not include any regional or community shopping centers. It did, however, include neighborhood shopping facilities, offices and specialty shops. During the same time period, 1978 to 1986, 12 acres of existing commercial land use was remodeled or substantially rehabilitated.

The most apparent commercial development trends in Montgomery are the in-filling of commercially zoned vacant sites and the remodeling or complete rebuilding of older commercial structures. Use type trends appear to be moving in the



direction of specialty businesses and small retail centers. The relatively small amount of land committed to new commercial activities during the trending period could be directly related to the scarcity of commercially zoned property, rather than lack of demand.

### 3. Industrial Development

During the period 1978 to 1986, several new industrial uses were established in Montgomery. These new uses absorbed about 105 acres of prime industrial land. They are substantially comprised of light industrial and enclosed warehousing use types.

The discernable industrial development trend is toward planned industrial parks, with light industrial uses. This trend is further emphasized by the fact that some sites, although zoned for heavy industry, have been developed with light industrial uses.

### 4. Population

While the actual population of Montgomery has increased, the growth rate has decreased dramatically. This is indicated by a comparison of the population growth rate for the period 1975-1979 with the rate for the period 1980-1985. Population grew at an annualized rate of about 1,009 people per year for the period 1975-1979. During the following five-year period, the rate decreased to about 246 people per year. Due to the fact Montgomery is nearly built out, this downward growth rate trend could be chronic.

### 5. Traffic

The overall increase in traffic volume for selected major streets was 5% for the period 1975-1985. For some individual streets the increase was much higher. Main Street, for example, a major link between I-5 and I-805, had an increase of 29%. This trend has resulted in an increase in signalization and congestion.

## B. Forecasts

The following forecasts are related to the future physical growth and development of the Montgomery Community. They are based upon historical reference, the comprehensive survey of Montgomery, and the analysis of its development trends during the last ten years.





## 1. Population Growth\*

- a. Total. Between now and the year 2000, it is anticipated population growth will be conservative. The estimated rate of growth will be about 1% per year, with the household size declining from 2.67 to 2.49 between 1980 and 2000. The Montgomery population is projected to increase from 25,000 to 28,737 by the year 2000.
- b. Demographic Characteristics. The 1980 Decennial Census shows that approximately 41% of the residents of Montgomery have Spanish surnames. Staff believes that this percentage should remain relatively constant to the year 2000.

The conservative posture is based upon two factors. The first is that there is a lack of substantive data and information available on the subject of ethnicity within Montgomery and, second, there is confusion with the term "Spanish surname."

## 2. Patterns of Development and Conservation

- a. Residential Areas and Housing. The following assumptions are predicated on the evaluation and analysis of past trends in the Montgomery Community. The specific forecasts for the Montgomery Community are as follows: Most residential areas and patterns will remain the same, although some areas will change from single residential housing to multiple residential housing, due in part to the higher demand for housing, and the limited availability of suitable residential land.
- b. Commercial and Industrial Development. According to the past patterns of commercial and industrial development within the Montgomery Community, one can observe, through close scrutiny, the trends that have been established in the commercial zones. For instance, there is the pattern of remodeling and reconstruction of older commercial areas. This occurrence is due in part to the lack of commercially zoned land areas within the community. On the other hand, the industrial development has continued to expand throughout the industrially zoned areas in Montgomery. It is further anticipated that this pattern of industrial growth will remain the same. There will, however, be a continuing change of land uses from heavy industrial to light and limited industrial uses.

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\* The population forecasts in this section are founded upon demographic analyses performed by the City Planning Department. These forecasts do not concur with those of SANDAG, which, under its Series 6, Regional Growth Forecasts, finds that the population of the Montgomery Community in the year 2000 will be 25,726.





- c. Urban Form. It is not envisioned that any major changes will occur to the urban form of Montgomery. Major residential areas will remain at their present locations, commercial and industrial areas will also remain constant. Through the year 2000, Montgomery will remain essentially a compact, low profile, medium density, suburban community.
- d. Conservation and Open Space. The Montgomery Community at the present time, has a critical scarcity of public parks. This deficit will need to be addressed in the City's Capital Improvement Program over the next ten year period.

Vacant, marginal, territory located in the Otay River floodplain and its associated wetlands could be used to relieve the present shortage of park land. Although there are physical and regulatory constraints, which could preclude or impede the devotion of the floodplain to park use, this area provides Chula Vista the best opportunity to reduce the park land deficit in the Montgomery Community and adjacent territory. It is forecast that the Otay River Floodplain will, in fact, be preserved for park and open space purposes.

### 3. Public Facilities and Infrastructure

- a. Public Buildings. Major public buildings in Montgomery include public school structures, a post office, fire station and community center. It is anticipated that these structures will continue to be used to the year 2000, and that no new major public structures, with the possible exception of a community library, will be added.
- b. Water, Sewerage, Drainage, and Lighting Facilities. The existing water supply and delivery system will support the anticipated growth in Montgomery far beyond the year 2000. The sewer system serving the community is relatively new. If properly maintained, it can adequately meet the sewer needs of the community beyond the year 2000. Storm-drain construction and maintenance in Montgomery will be accelerated and improved. Consequently, flooding potential in the community will decrease. A comprehensive drainage plan and capital improvement program will be prepared for the area.



Street lighting in the Montgomery area will be systematically improved to Chula Vista standards. The City, through its capital improvement program, will underwrite much of the cost of this improvement.

- c. Streets, Alleys, and Circulation. Overall street maintenance in Montgomery will be upgraded to meet City standards. Potholes will be repaired and major streets will be included in the City's "chip seal" program. The unpaved alleys in the community will be improved in accordance with City policy. Missing improvements, such as curbs, gutters and sidewalks, will be systematically added. Circulation will be improved through the employment of the City's synchronized (computerized) traffic signal system.
- d. Parks, Recreation, Social, and Cultural Facilities. Existing parks adjacent to the Lauderbach and Woodlawn Community Centers will be maintained and improved. The City will strive to increase the park acreage in the community. Recreational, social, and cultural facilities and programs will be expanded. These include general recreation services, weekend classes, and afterschool playground programs. A master public library plan will be completed prior to adoption of the Montgomery Specific Plan.

## C. Conclusion

The foregoing trends analysis identifies trends in Montgomery relative to residential, commercial, and industrial development, population growth, and traffic volumes. The trend in residential development manifests a change in emphasis from single-family to multi-family housing, as well as an overall decline in the number of dwelling units produced. The commercial development trend reflects modest new growth, with a significant amount of remodeling and rebuilding. Industrial development trends indicate a move toward the establishment of planned industrial parks and light industrial uses. The population trend shows a declining growth rate. Ironically, while this growth rate is decreasing, the traffic volume is increasing.

Based upon the trends analysis and demographic data, growth and development forecasts were projected through the year 2000 for the Montgomery Community. These forecasts are responsive to discernible population growth, projected patterns of development and conservation, and the City's commitment to public facilities and infrastructure.



With respect to population growth, a 1% per annum increase is forecast. This increase would bring the population of Montgomery to 28,737 by the year 2000.

It is forecast that Montgomery's existing urban form and development pattern will perpetuate.

The visual, functional, and spatial relationships in Montgomery will need to be improved through proper planning and urban design practices. This activity will be accompanied by the revitalization of declining areas, the replatting of certain areas, and the resolution of land use friction. There will need to be a greater emphasis on conservation and the provision of public open space.

A main challenge will be to improve public facilities and infrastructure, and maintain them at a level commensurate with City standards.





CITY OF CHULA VISTA  
MONTGOMERY COMMUNITY

PART TWO  
MONTGOMERY SPECIFIC PLAN

JANUARY, 1988



# MONTGOMERY SPECIFIC PLAN

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## PART TWO

### I. INTRODUCTION

- A. The following text constitutes Part Two of the Montgomery Specific Plan. It sets forth the plan's goals, general objectives, policies, principles, and planning and design proposals. These major components of the plan are based upon the comprehensive city planning survey, survey evaluation, forecasts, and trends analysis, which comprise Part One of this text.

The aforementioned components of the Specific Plan were formulated at a series of planning workshops conducted by the Montgomery Planning Committee. These workshops were held during January through June 1987, and were open to the public.

- B. Part Two of the Montgomery Specific Plan is fully consistent with the spirit, purpose, and primary goals and objectives of the Chula Vista General Plan, and its text and diagram are designed to methodically express and depict the General Plan at a larger scale, and a finer detail.

The goals, objectives, statements of policy, and proposals of Part Two constitute the "concept" of the Specific Plan. Part Three embodies the implementation or regulatory mechanism which promotes the orderly execution or effectuation of the concept. In short, Part Two--called the Summary--is the heart of the Specific Plan.

- C. "Goals, objectives, statements of policy, and planning and design proposals" are employed within this text as technical, City planning terms, and therefore should be briefly defined. A "goal" is an overall "aim," while a "general objective" is a secondary, more specific "aim." (A general objective is often time-measurable.) A "statement of policy" is a rule; a planning or design proposal" is a "suggestion."



"Half-hearted city planning is in some ways worse than no city planning at all, for it gives the impression that ... some careful eye is overseeing all the city's developments."

Lewis Mumford





## II. SUMMARY

### A. Goals

1. Coordination of the development, expansion, and conservation of the urban form of Montgomery with the land use, circulation, public facility, and growth management plans and programs of the City of Chula Vista.
2. Establishment and furtherance of circulation patterns and traffic networks which foster public safety and convenience, and discourage "through traffic" in residential areas.
3. Encouragement of the establishment and maintenance of "balanced neighborhoods" and subareas, characterized by a planned diversity in building sites, density, housing and land use.
4. Encouragement of subcommunity planning and identity in the several established subareas and enclaves of the Montgomery Community, namely Otay, Castle Park, Harborside, Woodlawn Park, East Woodlawn Park, Broderick's Acres, and West Fairfield.
5. Fostering of a commitment to regional planning, and the resolution of the planning problems associated with the South Bay Subregion and the San Diego Region, as well as those identifiable with the City of Chula Vista and the Montgomery Community.
6. Creation of physical buffers which ameliorate the adverse effects of changing land uses along interfaces.
7. Discouragement of "spot zoning" and piecemeal planning practices.



8. Adoption of public safety policies, standards, and practices which are gauged to the special needs of Montgomery and its several settlements.
9. Improvement of public facilities, including streets, alleys, drainage ways and infrastructure; promotion of traffic safety and fluidity; and, the planning and development of parks, schools, recreational facilities, and community and neighborhood civic and social centers.
10. Revitalization of the obsolescent, redundant, or declining areas of the community through a private-sector/public sector partnership, and a balanced program of conservation, rehabilitation, and redevelopment.
11. Creation of new residential sites for single-family dwelling, garden apartment, and manufactured housing developments, through replatting, revitalization, redevelopment, and a general municipal "outreach program."
12. Encouragement of home and dwelling-unit ownership, and the implementation of imaginative residential concepts, such as clustering, in an effort to achieve higher levels of livability, affordability, and amenity.
13. Encouragement of the establishment of mobilehome subdivisions, and the individual ownership of mobilehome sites within these developments.
14. Encouragement of home occupations and cottage industries, where these uses are, or would be compatible with adjacent land uses and the overall character and fabric of their neighborhoods.



15. Promotion of planned light industrial development within the Main Street Corridor.
16. Encouragement of tourism, including the development of high-quality hotels, motels, restaurants, and meeting facilities.
17. Encouragement of the establishment of an "Otay River Valley Regional Park."
18. Establishment of a pattern of public and private neighborhood parks, tot lots, vest pocket parks, and plazas.
19. Encouragement of the park and recreation use of SDG&E rights-of-way.

B. General Objectives

(Referenced to Draft Goals)

1. The following objectives should be achieved within one to three years of planning operations under the Montgomery Specific Plan:
  - a. Establishment of fully-staffed, municipal-level local planning administration for the community;  
Reference: Goal No. 1
  - b. Application of the City of Chula Vista's zoning regulations, and the regulations, implementation standards, and guidelines of the Montgomery Specific Plan;  
Reference: Goal No. 1, 7 and 17





- c. Application of the City of Chula Vista's urban design, townscape planning, and landscape guidelines and criteria, and those of the Montgomery Specific Plan to the development and replatting of the Montgomery Community;  
Reference: Goal No. 1 and 7
- d. Completion of the biological and basic environmental studies associated with the Otay River Valley and the adoption of a conceptual regional plan for the development of parks and recreational facilities, and the preservation of open space in the involved area;  
Reference: Goal No. 5
- e. Establishment of programs, and the initiation of projects for the conservation and rehabilitation of the community's physical fabric;  
Reference: Goal No. 10
- f. Establishment of programs oriented towards the comprehensive improvement of Montgomery's economic picture;  
Reference: Goal No. 16
- g. Addressment of Montgomery's transportation, traffic, drainage, and infrastructural needs through intensified capital-improvement programming, and special programs tailored to the Community's special needs;  
Reference: Goal No. 2, 8 and 9
- h. Introduction of the redevelopment process to the Montgomery Community, and the application of its procedures to blighted areas;  
Reference: Goal No. 10 and 11



- i. Adoption of special action programs for the development of parks, recreational facilities, and neighborhood and community centers;  
Reference: Goal No. 9 and 18
  - j. Addressment of the Community's telecommunication needs, and the proposal of joint facilities and networks, which meet these needs in an orderly and comprehensive manner;  
Reference: Goal No. 5
  - k. Application of the principles and standards of the Safety Element of the Chula Vista General Plan, including those which pertain to police protection, fire prevention and control, and seismic safety, to the special requirements of Montgomery;  
Reference: Goal No. 8
  - l. Preparation of specific guidelines for the establishment, development, and continuing management of mixed use projects;  
Reference: Goal No. 14
2. The following objectives should be achieved within three to seven years of planning operations under the Montgomery Specific Plan:
- a. Allocation of a significant amount of territory within the Otay Valley to permanent parks and open spaces;  
Reference: Goal No. 9, 17, 18 and 19
  - b. Substantial resolution of Montgomery's basic transportation, traffic, public facilities, drainage, street, alley, and infrastructural problems;  
Reference: Goal No. 2 and 9



- c. Substantial improvement of the community's land use patterns and spatial relationships; economic picture; and, townscape planning, urban design, and aesthetic quality;  
Reference: Goal No. 6 and 10
- d. Substantial stoppage of urban decline and blight infestation; rehabilitation and conservation of the physical fabric and structures of the community;  
Reference: Goal No. 10
- e. Substantial reduction in the community's parks, recreation, and social-facility deficiencies;  
Reference: Goal No. 9, 18 and 19
- f. Substantial replatting of the community's amorphous, antiquated, and poorly formed blocks and areas;  
Reference: Goal No. 2 and 11
- g. Redevelopment of West Fairfield and certain blighted areas in Fairfield, Harborside, and Otay;  
Reference: Goal No. 10
- h. Substantial improvement in the industrial areas of Otay and Harborside;  
Reference: Goal No. 9, 11 and 15
- i. Replanning, rehabilitation, and replatting of Otay, Woodlawn Park, and Broderick's Acres, in order to improve the residential fabric of Montgomery, expand its housing stock, and promote home and residential-site ownership;  
Reference: Goal No. 2, 9, 11, 12 and 13



j. Resolution of the physical, social, and economic problems associated with mixed land uses; resolution of the problems related to "areas-in-transition," "twilight zones," and along the interfaces of conflicting land use;  
Reference: Goal No. 3 and 6

k. Development of parks, public facilities, housing, and industry which enables Montgomery to continue to meet its fair share of the physical and social needs of Chula Vista-at-large and the South Bay Subregion;  
Reference: Goal No. 5

3. Within ten years after the adoption of the Montgomery Specific Plan, the problems identified in Part I should be resolved, and the Goals of the Plan should be achieved. Montgomery, however, is a dynamic settlement, and new issues and problems will probably replace those which have been resolved. Therefore, the Montgomery Specific Plan should be regarded as a mechanism which should be amended, modified, or refined where substantive local or regional needs necessitate new or additional planning guidance.

C. City-Planning Principles & Guidelines Especially Applicable to the Montgomery Community

1. The physical layout and development of the Montgomery Community should reflect its societal order, and be responsive to its economic activity, which, in most urban centers, including Montgomery, is trade and exchange.
2. Montgomery's urban form should be characterized by an orderly (methodically arranged) pattern of open and enclosed space. This principle calls for the establishment of public and private open space, in the form of plazas, parks, vest pocket parks, common greens, malls, atriums, and promenades.





3. Montgomery is a built-up settlement, and its order and amenity must be organically planned to a high level of specificity. The careful application of the fundamentals of sound site planning, townscape planning (relationships), and urban horticulture would substantially improve Montgomery's opportunity to resurge, and realize social and economic progress.
4. Montgomery's circulation system must be an integral part of its land use pattern, and should facilitate the improvement of its functional organization. Parking is the terminal phase of the community's circulation system. Lack of adequate parking reduces the efficiency of the circulation system, and adversely affects residential, commercial, and industrial activities.
5. Municipal parks and open space are often regarded as the sites of active or passive recreation. According to the axioms of city planning and urban design, they are much more. They provide relief from urban pressures, and promote environmental quality. As urban features, they also foster good design, amenity, and aesthetic quality. Their establishment within Montgomery, therefore, is essential to the revitalization of its urban form.
6. Urban communities, from time immemorial, have manifested a tendency to progress in accordance with a cycle of growth, surge, decline, decay, and revitalization. While revitalization is therefore a natural phenomenon, it can be stimulated and improved through the employment of local government-sponsored redevelopment, which prescribes action through the medium of a private-public partnership. In Montgomery, there is a patent need for both natural revitalization and redevelopment.



7. Signs and external graphics should be designed as supportive elements to land use. They should be used primarily to identify businesses, professional offices, public and quasi-public facilities, streets, enclosures, etc. They should also be used to promote verve, urbanity, and interest.

D. Operational Rules and Policies

1. The Montgomery Specific Plan shall constitute an integral component of the Chula Vista General Plan, and shall be official land use policy of the City. Its text, graphics, and elements shall be regarded as the comprehensive plan for the development, redevelopment, and conservation of the Montgomery Community.
2. The Montgomery Specific Plan shall be the constitution of City planning within Montgomery, and shall govern all zoning plans, public works plans, subdivision plans, transportation plans, development proposals, and capital improvement programs affecting the community.
3. The Montgomery Specific Plan shall be responsive to the City's policies set forth in the document entitled, "City Council Position Paper on the Proposed Montgomery Annexation," adopted September 24, 1985, by Resolution No. 12177.
4. The Montgomery Planning Committee shall be responsible for the implementation of the Montgomery Specific Plan. The Committee is charged with the conducting of public hearings, and the review of all City planning, zoning, subdivision, major development, and redevelopment proposals which involve territory constituent to the planning area of the Montgomery Specific Plan. Upon the request of the City Council or City Planning Commission, the Committee shall also consider matters



which affect lands which are within the Montgomery/Otay General Plan Community, but external to the Specific Planning Area.

5. The Comprehensive Plan and Its Depiction. The comprehensive plan for the growth, development, redevelopment, and conservation of the urban pattern of the Montgomery Community is depicted on the plan diagram of the Specific Plan. The following designations, categories, and symbols, where illustrated on the said diagram, are statements of substantive, comprehensive planning policy.

Designations, Categories, and Symbols Utilized in the Plan Diagram

a. Land Use Designations and Residential Density Categories





<u>Designation/Category</u>	<u>Description</u>	<u>Typical Land Uses</u>
"Low/Medium Density Residential"	3 to 6 Dwelling Units/Gr. Ac.	Attached, Detached Single-Family Dwellings, Duplexes
"Medium Density Residential"	6 to 11 Dwelling Units/Gr. Ac.	Single-Family Dwellings, Townhouses, Duplexes, Mobile Home Parks, Garden Apartments
"Medium/High Density Residential"	11 to 18 Dwelling Units/Gr. Ac.	Garden Apartments, Mobile Home Parks
"High Density Residential"	18 to 27 Dwelling Units/Gr. Ac.	Garden Apartments, Mid-Rise Apartments
Mercantile & Office Commercial	Convenience & Durable Goods/Services, Offices	Community Shopping Centers & Offices, Mixed Commercial Centers & Strips






<u>Designation/Category</u>	<u>Description</u>	<u>Typical Land Uses</u>
"Heavy Commercial"	Mixed Commercial & Industrial Uses	Planned Mixtures of Commercial & Light Industrial Uses & Automotive Services
"Research & Limited Industrial"	Light & Limited Industrial Uses	Industrial Parks, Research & Development Parks
"Parks & Open Space"	Conservation & Environmental Quality	Public & Private Parks, Plazas & Urban Open Space, Natural Open Space

b. Circulation Designations

	Freeway
	Major Road
	Collector Road
	Railroad/Rail Transit Line

c. Institutional Symbols

	Community & Neighborhood Center
	Church
	Fire Station
	Hospital
	Park
<u>SCHOOLS</u>	
	Elementary
	Junior High
	High

6. The West Fairfield neighborhood, and the southwesterly component of the Faivre Subdivision, are situated within the boundaries of the Coastal Zone and their development or redevelopment shall be governed by the City of Chula Vista's LOCAL COASTAL PROGRAM and Bayfront Specific Plan, as amended, as well as by the Montgomery Specific Plan.



## E. Planning and Design Proposals

### 1. Introduction

The text of Part Two of the Montgomery Specific Plan -- "The Plan Proper" -- concludes with the following Planning and Design Proposals, which may also be appropriately called "suggestions." '

The Proposals, which are based upon the foregoing goals, objectives, statements of policy, and axioms or city-planning principles, are the "pure planning" features of the Montgomery Specific Plan. They are mental formulations for the orderly growth, developmental, and conservation of the settlement pattern of Montgomery, and are "down to earth" recommendations for the pattern's improvement and revitalization. The Proposals are so vital to the Specific Plan that their expression is not confined to textual statements, but are also graphically depicted upon its "Plan Diagram."

"by far the greatest and the best  
form of wisdom is that which deals  
with the planning and  
beautification of cities and human  
settlements."

Plato on Socrates

While the Proposals are predicated upon municipal policy, and form a basis for Part III of the Specific Plan (Implementation Program and Regulations), it would be unfortunate if these suggestions were regarded as either rigid, close-ended, or exclusive. The Montgomery Community, as mentioned earlier in the text, is a group of dynamic settlements, and will necessitate new and changing city-planning suggestions as it develops, and redevelops, and changes.



## 2. Land Use and Land Occupancy

A review of the Montgomery Survey indicates that the land use and land occupancy characteristics of Montgomery could be improved through the implementation of the following proposals:

- a. The commercial strips and centers along Third Avenue and Broadway comprise the community core of Montgomery, and dispense most of its specialty and convenience goods and services. These strips and centers should be physically improved and beautified, and, in some cases, in connection with the Third Avenue/Oxford Street Civic-Mercantile Focus, deepened or expanded, in order to capture the Community's increasing trade potential. This Focus is indicated on the plan diagram as a special study area. Any rezoning of building sites within the Focus to a commercial classification should be preceded by comprehensive studies which address socio-economic, environmental, housing, townscape planning and traffic issues.

Since the mercantile activity of Montgomery is irretrievably tied to its socio-economic patterns, the incremental improvement of the commercial lands in question must be planned in conjunction with the protection and upgrading of adjacent residential areas.

- b. Over 50% of the dwelling units of Montgomery are situated within high-density, rental projects. This imbalance is not conducive to the resurgence and overall progress of the community. It is, therefore, proposed that lower residential densities and residential ownership be stressed in the future development and redevelopment of Montgomery and its several subareas.



- c. While Montgomery's single-family dwelling fabric is primarily sound, there are certain areas within the community which need conservation and improvement. Suggested remedies include special land use regulations; publicly-financed housing improvement programs (rehabilitation); and, adroitly-formulated redevelopment projects.
- d. A community-wide, coordinated code-enforcement program should be initiated. This program should be oriented towards the resolution of problems associated with past land use neglect and abuse, as well as focused upon new development.
- e. Montgomery, from its inception, has been an industrial center, and its economy remains, to a significant degree, dependent on industry. The Specific Plan supports the establishment of light and limited industrial land uses within the community. The Plan, furthermore, calls for the devotion of much of the land which abuts upon Main Street and Broadway, south of Palomar Street, to the said land uses.
- f. Montgomery has too often accepted the land use burdens of other areas within the region. It must now plan for its own resurgence and progress. This planning should entail the limitation of new storage facilities within the community. For example, Montgomery has enough, if not, too many, mini-warehouses and surface-storage lots.
- g. Notwithstanding the Specific Plan's proposal that Montgomery remain an industrial center, it is essential that the existing wrecking yards, junk yards, open storage areas, salvage operations, batching plants and other marginal or heavy industrial uses be, to a substantial extent, gradually phased out, or discontinued.





3. Housing

- a. The City of Chula Vista should utilize its MHP Exclusive Mobile Home Park zone to protect existing mobile home parks and their residents.
- b. Chula Vista, through the coordinated efforts of its Planning, Building and Housing, and Community Development Departments, should encourage the development of modular and factory-built housing projects within the several neighborhoods of this community. Housing produced through the employment of industrial-age methods and techniques should eventually be more cost-effective.
- c. The City of Chula Vista should encourage the proposal of demonstration projects which utilize experimental planning, development and design techniques in an effort to produce well-ordered, low and moderate income housing. Under such projects, the City could consider the tailoring of its preannounced land-use, bulk and height standards to the needs of the developers, provided that such tailoring is consistent with sound city, townscape and public works planning.

4. Circulation, Transportation, Drainage, and Infrastructure

The majority of Montgomery's streets do not meet the City of Chula Vista's design standards. These standards include specifications for street width, sidewalks, curbs, gutters and driveway entries. Although most circulation questions will be addressed at some future date under the Chula Vista Transportation Plan, the following listed improvements to the circulation system are proposed at this time.



- a. An internal circulation plan for Montgomery should be prepared. This plan would address the need for local street extensions, closures, and establishments created by the replatting of Montgomery's several subareas.
- b. Main Street which runs between I-5 and I-805, is not adequately designed or built to accommodate its present, heavy use. Main Street is actually a component of the Main Street/Otay Valley Road prime arterial, and is an important segment of the South Bay arterial network. It should be gradually improved to meet its future circulatory responsibilities.

Main Street should be redeveloped with a minimum 16'-wide, landscaped median, and concrete curbs, gutter, sidewalks, and drive approaches. Its parkways should be tree-lined, and ornamentally landscaped as a "boulevard." Eventually, on-street parking on Main Street should be prohibited. This prohibition would better enable Main Street to function as a safe artery.

- c. If supported by traffic and engineering studies, the right-of-way of Main Street, under the MTDB bridge at Industrial Boulevard/Hollister Avenue, should be substantially widened in order to accommodate arterial traffic at the involved intersection.
- d. Streets which are characterized by congestion, or fail to provide effective circulation have a deleterious impact upon the residential areas they serve, and should be immediately and comprehensively studied. Their defects are often related to their design, and cannot be remedied by minor or band-aid improvements.



The streets which comprise the subject category include Orange, Second, and Fifth Avenues; Quintard, Oxford, Naples, and Main Streets; and, Industrial Boulevard.

- e. Due to the limited access which presently exists at the northerly boundary of the Otay subcommunity, and the associated problems at Albany and Orange Avenues, it may be necessary that Banner Avenue be reopened at Orange Avenue. The decision to reopen Banner Avenue should be predicated upon a thorough traffic study of the Otay Subcommunity.
- f. Montgomery's local transportation system includes its pedestrian paths, streets, Interstate 5, the San Diego Trolley line and station, and surface mass transportation provided by three different bus systems (Chula Vista Transit, San Diego Transit, HandYtrans). This system provides the community with a reasonable level of service, which should be increased as Montgomery's urban form revitalizes.

While very little overall change is expected in Montgomery's transportation system, certain improvements would make it more convenient, efficient, economical, and safe for the user. Accordingly, it is proposed that certain bus stops with a large number of boardings be protected with shelters or provided with benches. Paths used by children going to and from school should be improved and separated from vehicular traffic. Furthermore, new development and redevelopment projects should be required to place greater emphasis on pedestrian activity.





- g. Over a period of many years, Montgomery has evolved from a rural community to an urban settlement. This has occurred with minimum of governmental planning. Consequently, drainage and infrastructure improvements were installed in a piece-meal, uncoordinated manner. This has resulted in a drainage and infrastructure system which is largely substandard and does not adequately serve the Montgomery Community-at-large. Therefore, predicated upon Chula Vista's Master Public Facilities Plan and the Montgomery Street Analysis Study (Master Transportation Plan), it is proposed that a 5-10 year capital improvement program be prepared for Montgomery. This program should address the storm sewerage and related infrastructural needs of the community.

## 5. Open Space and Parks

Public open space and parks give substance and meaning to the urban form. They provide visual and psychological relief from the stresses and strains of urban life, and replenish oxygen consumed by the paraphernalia of urban living. The Montgomery Survey revealed that the community has a critical shortage of public open space and park land. Therefore, the following proposals are recommended to correct this serious deficiency:

- a. The SDG&E right-of-way crosses the central spine of Montgomery, in an east-west direction. This crossing presents an opportunity to establish a green belt in an area that is substantially built out. Therefore, where feasible, it is proposed that the SDG&E right-of-way be reserved and improved for public parks or open space.



The SDG&E right-of-way could accommodate a broad spectrum of recreational uses, including bike and pedestrian paths, plant nurseries and arboreta, community gardens, and related off-street parking.

The said right-of-way could provide a recreational linkage between the parksite suggested for the Orange Avenue/Hermosa Avenue Area and the MTDB Station at Palomar Street.

- b. The property located at the southeast corner of Hermosa and Orange Avenues should be acquired for a park site, which should incorporate the adjacent SDG&E right-of-way.
- c. The portion of Telegraph Canyon Creek lying between Third and Fourth Avenues may have open space potential. The City should investigate the feasibility of using this part of Telegraph Canyon Creek as a nature preserve, public open space, or linear park.
- d. The plan diagram of the Specific Plan designates the flood plain of the Otay River as "Public Parks and Open Space," and "White Lands." The White Lands designation indicates that much additional study is required before a permanent land use designation can be assigned to the involved territory.

Portions of the floodplain of the Otay River may be valuable wetland areas under the jurisdiction of the U.S. Army Corps of Engineers. Any dredge or fill in wetlands would require a permit from the U.S. Army Corps of Engineers. The U.S. Fish and Wildlife Service and the California Department of Fish and Game are also interested in planned development of wetland areas, as they provide a valuable wildlife habitat resource.



The Otay River Park proposed under this plan would not be confined to the riparian habitats or wetlands discussed in the above paragraphs, but would probably occupy a significant part of the Otay River's floodplain. The Park is proposed as the southerly component of the Chula Vista Planning Area's greenbelt, and could be of regional importance and scope, since it would serve the residents of Montgomery, the City of Chula Vista-at-large, the City of San Diego, and much of the South Bay Subregion.

The specific territorial boundaries of the Otay River Park should be determined subsequent to a thorough study of the involved social, economic, physical, fiscal, jurisdictional, and land use factors, in addition to the environmental issues. The determination of these boundaries would enable the City of Chula Vista to better establish planning policy in conjunction with the private lands situated between the Otay River and Main Street.

The matter of jurisdiction, or more appropriately, jurisdictional responsibility must be addressed early in the comprehensive study called for in this text. The Otay River traverses the Unincorporated Territory of San Diego County as well as the lands of the Cities of Chula Vista and San Diego. The Park's acquisition, planning, development, and maintenance would therefore entail continuing, inter-jurisdictional cooperation and commitment.

## 6. Townscape Planning and Urban Design

Gordon Cullen, in Concise Townscape, briefly defines "townscape" as "the art of giving visual coherence and organization to the jumble of buildings, streets, and spaces



that make up the urban environment." More precisely, it is the art of establishing three-dimensional spatial relationships between all of the physical elements of a given community. In actual practice, townscape planning is concerned with both the visual and functional patterns of the city, and is inextricable from comprehensive land use planning. In the following townscape suggestions, urban-design and land-use suggestions are therefore melded.

a. Civic Design Proposal for the Establishment of an Urban Core in Montgomery

While the goals and objectives call for the physical and social unification of Chula Vista and its Montgomery Community, they also recognize that Montgomery has a lengthy and successful history as an urban center. Montgomery has achieved a special, viable urban identify which should be protected and fostered by the Specific Plan. This identify necessitates the creation of a community focus or core.

In light of the above factors, it is recommended that the urban core of Montgomery be identified as the Third Avenue/Oxford Street Civic-Mercantile Focus. This suggestion calls for the retention and maintenance of the existing major mercantile and public facilities at the focus. In addition to the potential expansion of the area's commercial territory, and its park and recreation facilities, it is suggested that the Oxford Street Focus be the site of the City of Chula Vista's Montgomery Public Library.





Montgomery Public Library It is recommended that a major public library be located on the southerly side of Oxford Street, between the Lauderbach Community Center and Fire Station No. 5; or, at the southeasterly corner of Hermosa and Orange Avenues, in conjunction with the proposed parksite.

The two existing County libraries, located in Woodlawn Park and Otay, should remain operational until the development of the proposed, major public library. Subsequent to this development, Montgomery's library needs can be reassessed, and the decision to close one or both of the said County libraries made.

(The plan diagram of the Specific Plan depicts the Oxford Focus and Hermosa and Orange "Special Study Areas," and the alternative library sites proposed for them.)

b. Major Thoroughfares

Montgomery's major streets and thoroughfares are substantially lacking in amenity and aesthetic quality, and fail to promote that sense of community and towniness which are essential to its progress. It is, therefore, proposed that these streets and thoroughfares be improved and beautified pursuant to City standards as augmented by standards specifically developed for Montgomery. These standards should prescribe a boulevard treatment--comprised of tree-lined parkways and median strips--for the involved major thoroughfares.

c. Entrances and Gateways

It is suggested that the City initiate the improvement of the appearance and statements of Montgomery's several entrances and gateways. The southerly entrances to the



Community are especially in need of beautification. In their present condition, they make a negative statement, and refute much of the good urban design recently achieved in certain subareas.

In particular, it is proposed that the Beyer Boulevard, Broadway, and Industrial Boulevard gateways to Otay and Harborside be ornamentally landscaped and monumented. Other entrances, including the one at Main Street and I-805, probably merit similar treatment.

d. Urban Open Space

Urban open spaces, such as plazas, places, malls, courtyards, promenades, and squares, can enrich and enliven the city scene, and provide sites within which people can gather and communicate.

Montgomery and its several built-up settlements would benefit substantially from the establishment of both private and public open spaces within their patterns. These spaces should be developed in conjunction with civic and commercial precincts, as well as residential areas.

"Enclosure sums up the polarity of legs and wheels. It is the basic unit of the precinctual pattern; outside, the noise and speed of impersonal communication which comes and goes but is not of any place. Inside, the quietness and human scale of the square, quad or courtyard..."

Gordon Cullen  
The Concise Townscape



e. Height, Bulk, and Mass

Montgomery is fundamentally a low-profile, medium density, suburban community. The Montgomery Community has indicated a very strong desire to maintain and perpetuate this pattern. Therefore, it is proposed that appropriate regulations be enacted to control the height, bulk and mass of new development and redevelopment projects to the degree necessary to maintain Montgomery's low-profile, medium density characteristics.

f. Townscape Planning and Urban Design--General

Montgomery's half century of piecemeal growth and incremental planning have spawned considerable land-use confusion and a critical need for townscape planning and urban-design guidance. It is, therefore, proposed that the adoption of the Specific Plan be closely followed by the City's preparation of a "Montgomery Design Manual," which would be specifically oriented towards the continuing improvement of the Community's visual and functional patterns.

7. Specific Subcommunity Proposals

Montgomery is comprised of five distinguishable subcommunities. The purpose of this section is to set forth a series of planning proposals which address the specific needs of these subcommunities on an individual basis.

a. Woodlawn Park

Woodlawn Park's layout of streets, lots, and blocks is substantially the same as it was in 1910, when recorded.





The settlement has remained, for the most part, low-to-medium density residential in texture, and semi-rural in character.

Woodlawn Park's large lots, overall spaciousness, and rolling topography have coalesced to create an excellent suburban statement. Despite this environmental quality, and the considerable, past efforts of the residents of the area, Woodlawn Park is presently in need of bold-action planning and plan effectuation. These needs are addressed by the following proposals.

- 1) Woodlawn Park's street system should be officially surveyed and dedicated to the public for maintenance. On-street parking should be prohibited where the reduced street widths impede traffic.
- 2) A master plan should be prepared to guide the improvement of the community center and the adjacent park site. This should include a consideration of the option of closing that part of Orange Drive which now separates the two sites. The existing neighborhood public library, housed in the Community Center, should be retained, until the major public library proposed for Montgomery is developed, and the entire Community's library needs can be reassessed.
- 3) The improvement of Woodlawn Park's streets, public facilities, and infrastructure will entail municipal assistance. Since the need for these improvements are of considerable vintage, and probably dates back to World War I, the City's Capital Improvement Program should place a high priority on their undertaking and completion.



b. Broderick's Acres

This small subcommunity is primarily comprised of modest single family dwellings. It is essentially a socially and culturally, self-sufficient unit. Its basic character should be protected and conserved.

- 1) Chula Vista's General Plan designation for Broderick's Acres is "Research and Limited Industrial." The General Plan should be amended to reflect the existing residential land use pattern.
- 2) The current zoning of the Broderick's Acres subcommunity is RV15 and C36. The RV15 is a residential zone classification which permits 14.5 dwelling units per acre. If Broderick's Acres were to be developed to the maximum permitted density, the character of the community would be adversely affected; therefore, it is proposed the zoning be changed to a zone classification consistent with the existing single family residential development and density. The C36 Zone comprises a small, inappropriately-located spot commercial zone which should be redesignated and reclassified for low/medium density residential use.
- 3) The street system in Broderick's Acres needs improvement in both its physical and circulatory characteristics. Accordingly, the following improvements are proposed:

The street rights-of-way of Broderick's Acres should be redeveloped to City of Chula Vista standards. Date Street and Palm Avenue function as collector



streets, and should have minimum 60 ft. wide rights-of-way. Other local streets in the subcommunity should be established at a minimum 56 ft. width. It may be necessary to reduce this right-of-way width due to existing structures, but the standard 36 ft. wide travelway should not be narrowed.

A new east-west street should be established along the northerly line of the flood plain of the Otay River. This connector collector would complete the circulation pattern of Broderick Acres; separate the residential area of the subcommunity from the adjacent, regional open space; and, provide controlled public access to the subject passive recreational area.

c. Otay Town

Otay Town is characterized by its pattern of mixed commercial, industrial and residential land uses. This land use pattern which lacks order, and amenity, needs substantial improvement. Implementation of the following proposals would significantly improve Otay Town's land use patterns, spatial relationships, and aesthetic quality.

- 1) Heavy industrial and open storage uses should be gradually phased out, and "clean" manufacturing, scientific, and technological industries should be encouraged to replace them.
- 2) The Main Street Area, as delineated on the plan diagram, should be reserved as a corridor of research and limited industrial uses.



- 3) Otay's mixed pattern to the south of Main Street has created special city planning problems, including urban decline and land use friction. Within this subarea, residential and industrial uses abut upon each other, and vie for dominance. This situation could be substantially improved through the establishment of landscaped buffers, and the application of protective performance and urban design standards.
- 4) The goals and objectives of the Specific Plan impliedly call for the development of the Otay Townsite at a low/medium density of about 8 dwelling units per net acre. However, that part of the townsite which is situated to the west of Third Avenue is zoned "RU-29," and can presently be developed at a net density of 29 dwelling units per acre. It is suggested that the said zoning be changed and brought into a state of consistency with the Specific Plan's aims.
- 5) The original Otay Townsite was laid out in a standard gridiron pattern of blocks, streets, and alleys. While the streets have been improved, the alleys have remained unimproved. These alleys are overgrown with weeds; and abandoned vehicles; and, do not effectively function as secondary circulatory facilities. They degrade the area instead of serving it. It is proposed that the City encourage and participate in the improvement of the subject rights-of-way.





d. Castle Park

Castle Park functions primarily as a residential area, but it also provides commercial service for the whole South Bay area. This subcommunity benefits from a reasonably well-ordered land use arrangement, which should be fostered and protected from decline or erosion. The implementation of the following proposals would serve to achieve this end.

- 1) Castle Park's commercial precincts, which are primarily located along Broadway and Third Avenue, adequately serve the involved subcommunity and its expanded trading area. The expansion of these precincts, except in conjunction with the Third Avenue/Oxford Street Civic-Mercantile Focus, would foster commercial overzoning, and endanger the order and stability of adjacent residential developments. It is therefore proposed that the commercial activity within Castle Park be substantially confined to its existing territorial boundaries. Notwithstanding this statement, it is proposed that the involved commercial areas be materially improved from the standpoints of their physical and functional arrangements, and their amenity.

(The recently-developed centers of Castle Park, and their large vacancy factors support this proposal, and point to the perils of commercial overzoning.)

- 2) Castle Park contains much of the high density development in the Montgomery Community. Any further expansion of this high density development would create a residential density imbalance. This



would be detrimental to the single-family residential fabric of Castle Park, which constitutes the backbone of the subcommunity. It is proposed that new high density development projects be limited to the in-filling of the existing high density residential enclaves.

- 3) The section of the Castle Park Subcommunity, which lies easterly of Third Avenue, and southerly of Naples Street, is substantially developed as a single-family residential area. Its RV-15 zoning classification, however, would permit duplex and triplex structures, and a doubling of residential density. It is therefore proposed that the single-family character of this area be preserved by designating it "Low/Medium Density Residential" (3 to 6 dwelling units per gross acre) on the plan diagram of the Specific Plan.

e. Harborside, West Fairfield

This subcommunity forms the westerly portion of the Specific Plan Area, and includes all of the territory west of Broadway. It primarily functions as a commercial-industrial service area. It secondarily functions as a residential area, in that it contains three separate residential enclaves.

Harborside's overall land use pattern is characterized by a mixture of commercial, industrial and residential uses, which generally lack order and amenity. Implementation of the following proposals would significantly improve Harborside's land use picture and spatial relationships.



- 1) The three principal residential enclaves in the subcommunity are known as Fairfield, Harborside, and Paula Gardens. These enclaves are vulnerable to intrusion, or adverse impacts, from adjacent industrial and commercial land uses. The integrity of these enclaves should be protected through the establishment of planned landscaped buffers, and the application of protective performance and urban design standards.
- 2) Harborside's West Fairfield subarea, detached from the balance of Fairfield by I-5, is depicted as a "white area" on the plan diagram of the Specific Plan. This depiction should not be construed as the Specific Plan's acceptance of the higgledy-piggledy land use pattern which presently dominates West Fairfield, but as a statement that the further study of the 20 acres in question is essential. This area has long been slated for light industrial development by both the Chula Vista and County General Plans, but its existing land use would just as readily support a residential, commercial, or mixed use designation. Actually, a carefully-crafted and administered mixed use plan, coupled with redevelopment, would probably constitute the most effective mechanism for the revitalization of the involved enclave.
- 3) It is proposed that those territories west of Broadway and south of Main Street which are zoned M54, and are primarily developed with industrial uses, but secondarily developed with commercial and residential uses, should be treated as a special study area, and subjected to intensive study prior to its final designation. (Please see the plan diagram of the Specific Plan.)



- 4) The narrow strip of land, located between Moss and Naples Streets, and Colorado Avenue and the MTDB right-of-way, presents a special planning problem. It is generally planned for "Low/Medium Density Residential" development, and is situated in adjacency to the Harborside Subdivision and the Harborside School. Notwithstanding these factors, it is zoned M54 and is partially developed with an industrial use.

It is alternatively proposed that this strip be acquired as a passive-recreation parksite, and be developed with shaded walkways and ornamental landscaping. If this proposal is implemented, the involved territory should be planned, designed, and landscaped in conjunction with the adjoining MTDB right-of-way.

In the event the strip is not acquired for park or open space purposes, its residential development at a low/medium density of 3 to 6 dwelling units per gross acre is suggested.

## 8. Townness and Its Application to the Montgomery Community

Montgomery is virtually a built-out settlement, or, more appropriately, a cluster of several, nearly built-out settlements. If it is to achieve high levels of order, amenity, economic stability, and environmental quality, it must first assert and increase its sense of "townness." Therefore, all of the programs, plans, proposals, strategies, and tactics formulated for the improvement of Montgomery must be predicated upon towniness.





Townness may be defined as a unique feeling spawned by an emotional relationship between people and their community. This feeling is founded upon a sense of belonging. When the people feel that they belong to their community, and that their community belongs to them, a state of townness exists.

Without townness, new buildings, roads, public facilities, and business centers are of limited value, and cannot create a viable, social community.



### III. CONCLUSION

Although it is fashionable to categorize present-day general plans or specific plans as "goals plans," "policy plans," or even "strategic plans," the Montgomery Specific Plan cannot be readily categorized as either. It is actually a combination of a goals, policy, and regulatory plan, characterized by a cardinal emphasis upon pragmatic, organic proposals which address the changing, built-up environment. These proposals are the essence of the plan, and provide a bridge between the goals, objectives, et cetera and the regulatory framework and provisions of Part Three, which follows.

"The courage of city planners will  
always keep open the road to  
Utopia."

W. Houghton-Evans



CITY OF CHULA VISTA  
MONTGOMERY COMMUNITY

PART THREE  
MONTGOMERY SPECIFIC PLAN

SEPTEMBER, 1988



# MONTGOMERY SPECIFIC PLAN

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## MONTGOMERY SPECIFIC PLAN

### PART THREE

#### I. INTRODUCTION

##### A. Survey, Evaluation, Forecast, Plan, and Implementation

The Montgomery Specific Plan is comprised of three principal parts. Part One provides the foundation or basis for the plan proper. It contains the City planning survey, evaluation, trends analysis and forecasts. Part Two, the Plan Proper, is the heart of the Specific Plan. It sets forth the plan's goals, general objectives, policies, principles, and planning and design proposals, which constitute the "concept" of the Specific Plan. Part Three embodies the implementation or regulatory mechanisms which are designed to execute or effectuate the plan. It contains the implementation proposals, regulations, and conclusion of the Montgomery Specific Plan, which are set forth in the following text.

##### B. Past Plan Implementation

Past plan implementation efforts in Montgomery were predicated upon the San Diego County General Plan. The goals, policies, and objectives of this plan were countywide or regional, in both application and scope, and were not focused solely on Montgomery. Consequently, implementation of the plan was also focused on general countywide concerns, rather than the particular planning needs of Montgomery. Specifically, the past plan implementation efforts in Montgomery were confined mainly to zoning regulation, subdivision controls, and the review of requested discretionary land user permits. Particular planning concerns of the Montgomery Community such as urban decline, rehabilitation, urban design, and



missing infrastructure were not addressed by the County General Plan. Thus, there was not a fully-powered implementation thrust formulated in conjunction with these issues.

C. Present Plan Implementation

Since the annexation of Montgomery, implementation of the Chula Vista General Plan has primarily consisted of Current Planning's administration of the City's adopted County Zoning Plan, and Chula Vista's Subdivision Ordinances, Capital Improvement Program, and general urban design criteria and guidelines. The Specific Plan calls for an overall program of effectuation which is more identifiable with the special issues, concerns, and needs of Montgomery and its several subcommunities.

D. Proposed Plan Implementation

The following text is comprised of "Zoning and Special Regulations" and "Additional Plan Implementation" standards. The former addresses the County Zoning Plan which presently governs land use within Montgomery and the City of Chula Vista's zoning regulations which govern land use in the balance of the municipality. Of greater significance, this section proposes a special "Montgomery Zoning Plan," which will consist of the introduction of selected city- zoning provisions, and the addition of custom-tailored "Special Montgomery Regulations." The Zoning and Special Regulations Section also includes townscape planning and urban design guidelines.

A special feature of the Zoning and Special Regulations Section is the "Table of Translation," which provides general guidance for the City's methodical effectuation of the Specific Plan, and its incremental reclassification of the Montgomery Community from "County Zoning" to "City Zoning."



The Additional Plan Implementation section addresses Citywide and special subdivision controls; Citywide and special capital improvement programming; code enforcement and coordination; conservation, rehabilitation, and redevelopment; incremental planning efforts; and, the Neighborhood Revitalization Program.

It should be recognized that Part Three establishes an Implementation Program, but does not rezone territory. The rezonings called for under the Table of Translation must be undertaken separately.

## II. ZONING AND SPECIAL REGULATIONS

### A. Adopted County Zoning Plan/City Zoning Plan

The Montgomery Community is primarily governed by the San Diego County Zoning Ordinance, as adopted by the City of Chula Vista upon the annexation of Montgomery in December, 1985. The County Zoning Ordinance is a very modern complex plan, and its intricate and flexible regulations are designed to accommodate a wide variety of developments over a broad geographical area.

The Chula Vista Zoning Plan, embodied in the Chula Vista Municipal Code, is a "classical" Euclidean ordinance which has gradually grown in size and sophistication with the growth and development of the City's urban fabric. It can be readily administered and executed, and its text and graphics are clear and understandable. Urban design and review are important features of the Chula Vista Zoning Plan.

While County zoning has much merit, its retention or partial retention in Montgomery would make local zoning administration both confusing and costly. It would tend, furthermore, to divide instead of unifying Chula Vista. Montgomery's identity and unique



land-use problems can be protected and resolved by City zoning, as modified by the special provisions and regulations of the Implementation Program.

The "Special Montgomery Regulations," prescribed in Subsection C of this section of Part III, shall take precedence over other land use regulations, if and where there is a conflict between them.

B. Proposed Montgomery Zoning Plan

1. Zoning and Residential Density Controls

The Montgomery Specific Plan shall be the primary determinant of the precise zonal districts and regulations applied to the territory of Montgomery. Other determinants shall be the existing land-use and circulation patterns; the existing public facilities, services, and infrastructure; and, the physical, social, economic, and environmental needs of the involved areas, Montgomery Community, and City of Chula Vista-at-large. Therefore, the zoning classifications applied to certain lands, at a given time, may be more restrictive than the land-use parameters of their Specific Plan designations. This holding or transitional zone concept is a fundamental basis of the Implementation Program.

With respect to residential areas, the gross densities or texture of the Specific Plan are expressed in dwelling unit per acre "ranges." The actual net densities authorized by the zoning districts and regulations, however, may or may not permit the dwelling unit yields at the upper levels of these Specific Plan ranges, dependent upon the determinants mentioned in the above paragraph.

The Montgomery specific Plan's gross residential density categories, as employed in Part Two, and its net residential density standards, which are fundamental to zoning





regulations, are predicated upon traditional city-planning definitions. These definitions, as succinctly restated in Charles Abrams' The Language of Cities, at Page 85, are:

"Net residential density is the density of the building site. Gross residential density is the density of the building site plus traversing streets, alleys, and drives, and one-half of bounding streets and one-quarter of bounding street intersections."

As a rule-of-thumb, the net density of a tract of land is approximately 20% higher than its gross density. Therefore, if a tract has a net density of 12 dwelling units per acre, it has a gross density of 10 dwelling units per acre.\*

## 2. Proposed Zoning Amendments & Table of Translation

The following table embodies proposed zoning amendments and changes which are essential to the effective implementation and execution of the Montgomery Specific Plan, and the conversion of Montgomery to Chula Vista's standard City zoning.

The subject table is more than a compilation of recommended County-to-City zoning changes. It also incorporates a guide for the direct translation of the Montgomery Specific Plan's land-use designations into zoning classifications, and is therefore called the "Table of Translation."

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\* Gallion & Eisner, in The Urban Pattern, Fourth Edition: "Net density" is (the) area exclusive of public rights-of-way...whereas "gross density" usually pertains to the number of dwellings in relation to an area of land including all public rights-of-way and other related land uses. A distinction between these definitions may serve a useful purpose for certain technical measurements and comparisons, but the significant measure for the general texture of the physical form is expressed by gross density.



"TABLE OF TRANSLATION"

"MONTGOMERY SPECIFIC PLAN/PART THREE  
IMPLEMENTATION PROGRAM"

<u>General/Specific Plan Designation</u>	<u>Appropriate "County Zoning"</u>	<u>Suggested Identifiable "City Zoning"</u>
Low/Medium Density Residential (3-6 Du/Ac)	. RS6, Single Family Residential . RS7, Single Family Residential	. R-1, Single-Family Residence Zone . R-2, One & Two Family Residence Zone
Medium Density Residential (6-11 Du/Ac)	. RV15, Variable Family Residential . RMH, Mobile Home Residential	. R-1, Single-Family Residence Zone . R-2, One & Two Family Residence Zone . MHP, Exclusive Mobile Home Park Zone . R-3-L, Apartment Residential Zone (Limited)
Medium/High Density Residential (11-18 Du/Ac)	. RV15, Variable Family Residential . RMH, Mobile Home Residential . RU15, Urban Residential	. R-2, One & Two Family Residence Zone . MHP, Exclusive Mobile Home Park Zone . R-3-L, Apartment Residential Zone (Limited)
High Density Residential (18-27 Du/Ac)	. RU29, Urban Residential . RU24, Urban Residential	. R-3, Apartment Residential Zone . R-3-M, Apartment Residential Zone
Mercantile & Office Commercial	. C32, Convenience Commercial . C34, General Commercial/Residential . C36, General Commercial	. C-O, Administrative & Professional Office Zone . C-C, Central/Commercial Zone . C-T, Thoroughfare Commercial Zone
Heavy Commercial	. C37, Heavy Commercial	. I-L, Limited Industrial Zone
Research & Limited Industrial	. M52, Limited Impact Industrial . M54, General Impact Industrial . M58, High Impact Industrial	. I-L, Limited Industrial Zone* . I-R, Research Industrial Zone
Parks & Open Space	. S90, Holding Area	. To be determined by Special Studies . A - Agricultural Zone <u>Otay River Flood Plain:</u> I-R (Holding Zone) <u>West Fairfield:</u> I-R & R-1 (Holding Zone)
White Lands (Special Comprehensive Study Area)	. M52, Limited Impact Industrial	. To be determined by Special Studies
Special Study Area	. RV15, Variable Family Residential . C36, General Commercial . S94, Transportation & Utility Corridor	. To be determined by Special Studies (Appropriate Holding Zone)

\*It is suggested that all lands in the M54, M58, should be placed within the I-L zone, with the exception of those within the White Lands.



### 3. Special Montgomery Regulations

#### a. Land Use

- (1) The Montgomery Specific Plan basically calls for a planned equilibrium of medium density residential, park and open space, institutional, commercial, and light industrial uses. Existing open uses of land, such as automobile salvage yards, scrap metal yards, waste processing facilities, rock, sand, or gravel operations shall be regarded as nonconforming and shall not be expanded or continued beyond their existing time limits, or within 24 months after the date of the rezoning of the involved sites to "I-L, Limited Industrial," whichever occurs last. This protracted time limit is designed to provide the involved land users the opportunity to convert their open uses of land into well-designed, authorized light-industrial developments.

All of the subject uses which are not time-limited shall be governed by the City's Nonconforming Uses regulations, as specified in Chapter 19.64 of the Chula Vista Municipal Code.

- (2) Existing vehicular and equipment storage yards and open impounds shall not be governed by the above provision, but shall not be increased in size, scope or tenure. New vehicular and equipment storage yards or open impounds shall be generally discouraged, but may be proposed and approved under the conditional use permit process.



- (3) Mixed land uses, home occupations, and cottage industries must be preplanned; thoroughly reviewed by the Montgomery Planning Committee and the City Planning Commission; and, approved under the City's conditional use permit process. Except for a preplanned mixed land use development, residential land use shall not be permitted in industrial or commercial zones, and commercial or industrial land use shall not be permitted in residential zones.
- (4) Cardrooms, as defined and regulated under Chapter 5.20 of the Chula Vista Municipal Code, shall be permitted within the C-T, Thoroughfare Commercial Zone, upon the prior obtaining of a conditional use permit. In all other zones, cardrooms shall be prohibited.
- (5) The Director of Planning, upon the recommendation of the Montgomery Planning Committee and the Chula Vista Design Review Committee, may authorize a maximum 25% net density residential bonus for a project proposed for development within an area designated "Low/Medium Density Residential" (3-6 dwelling units per acre). This authorization must be predicated upon the Director's finding that the proposed project would be characterized by outstanding planning or urban design; and, would not become effective or operational in the absence of its ratification by the Planning Commission and City Council.

The subject residential bonus would not be applicable to a project which qualifies as a Senior Housing Development, as defined in Section 19.04.201 of the Chula Vista Municipal Code or which qualifies for an affordable-housing density bonus under





Section 65915 et seq. of the California Government Code, or the provisions of the Housing Element of the Chula Vista General Plan.

b. Height

The height of commercial and industrial buildings and structures located adjacent to residential uses shall not exceed two stories, or 28 feet with the exception of cupolas, towers and other architectural features.

c. Setbacks

All buildings constructed along the Main Street, Broadway, or Third Avenue corridors shall maintain minimum 15 foot, landscaped setbacks, measured from the front and exterior side property lines abutting upon the rights-of-way of these thoroughfares. Vehicular parking and maneuvering shall not be permitted within the required setback areas.

4. Townscape Planning and Design Guidelines

- a. A prior finding of "consistency and conformity with the Montgomery Specific Plan" by the Design Review Committee shall be prerequisite to its approval or conditional approval of a developmental project.
- b. The Design Manual of the City of Chula Vista shall be the fundamental guide for the design review of projects proposed for development within Montgomery. Under special circumstances, such as the proposal to develop or redevelop malls, the Third Avenue/Oxford Street Focus, shopping precincts, mixed residential-commercial



enclaves, or civic facilities, the Montgomery Planning Committee may desire that the townscape-planning guidelines of the Town Centre No. I Design Manual are appropriate, and may request their employment to the City Council.

- c. The use of enclosures, patios, and plazas should be promoted in the development of residential, commercial, industrial, and civic projects.
- d. All outdoor areas proposed for the display or sale of vehicles, equipment, or merchandise are to be artistically landscaped, and shall utilize ground-plane landscaped flooring, and ornamental plant materials. The landscape of these areas should enhance and be integrated with the landscape on the balance of the sites upon which they are located.
- e. The use of landscaped buffer areas and strips between residential and other land use categories shall be encouraged.
- f. The maximum sign area for a proposed commercial project should not exceed one square foot per one lineal foot of the involved parcel's street frontage.

Where an industrial use or group of industrial uses is not readily identifiable from a major street, a maximum, twenty-five square foot off premises directional sign may be permitted through the conditional (major) use permit and design review processes. A directional sign permitted under this provision shall not be located within, or overhang a street right-of-way.



- g. New development should reflect the basic design character and land use pattern of the subcommunity in which it is sited. While the basic character of Woodlawn Park and Broderick's Otay Acres is rural, the character of Castle Park and Otay is suburban. The character of the Third Avenue/Oxford Street Focus is definitely urban, and could achieve, through adroit planning and urban design, high levels of urbanity and sophistication.
- h. Architectural diversity and freedom should be encouraged in Montgomery. This diversity and freedom, however, will necessitate a strong emphasis upon inter-project design coordination.
- i. Exterior works of fine art, such as fountains, sculpture, bas-relief, and ornamental clocks, should be fostered. These features could commemorate the history of the involved settlements, or symbolize their resurgence.
- j. Vertical or roof-mounted structures which do not make an important design statement should be discouraged.

### III. ADDITIONAL PLAN IMPLEMENTATION

#### A. Citywide and Special Subdivision Controls

Typically urban areas grow and expand through the subdivision of vacant land or the replatting of existing subdivisions. This process establishes a lot and street pattern, which greatly influences the use and character of the land. Montgomery, which is substantially subdivided and built, developed in this manner.



Past subdivision and resubdivision activity in parts of Montgomery has been characterized by substandard platting practices, which permitted the creation of panhandle lots, substandard streets, and amorphous design. This has significantly impaired the Community's order and amenity, as well as its environmental quality and circulation. The Montgomery Specific Plan calls for the improvement of these conditions through replatting and physical reorganization.

Chula Vista's citywide subdivision controls, which apply to Montgomery, constitute an important tool for implementing the Specific Plan. However, due to the aforementioned prior substandard platting practices, these controls need to be augmented with special subdivision controls designed to foster the more orderly arrangement of Montgomery's street and lot system. Such special subdivision controls should include the general prohibition of creating flag or gore lots; the establishing of private streets; and the sanctioning of hammerhead or other reduced-standard cul-de-sacs. The subdivision controls for Montgomery should also stress the improvement and perpetuity of alleyways. This emphasis could substantially reduce on-street and front yard parking and storage, and thereby improve the overall appearance of Montgomery.

Properly coordinated with other regulatory measures, the City's subdivision controls, as amended in accordance with the above suggestions, will facilitate the realization of the goals and objectives of the Montgomery Community.

B. Citywide and Special Capital Improvement Programming

Chula Vista's Master Public Facilities Plan addresses the major capital improvements of citywide significance. The Montgomery Specific Plan indicates, in greater detail, those specific capital improvements which will be anticipated within the Montgomery planning area to the year 2005.





The provision of those public facilities for which the City is or may be responsible, such as recreation facilities, public libraries, sewer systems, thoroughfares, and fire stations, will have to be coordinated with public and private agencies, such as school districts and public utility companies. It will require an annual review of community needs and the estimate of resources available to satisfy them. This effort should be guided by the Montgomery Specific Plan.

The Capital Improvement Program should provide a forecast of long-term demands on the City's revenues and borrowing capacity.

The adroit allocation of resources through the Capital Improvement Program could facilitate the advance purchase of public sites at a substantial savings. This program could also encourage private investors, public utilities, business, and industry to coordinate their development programs with those of the City.

Capital improvement programming for Montgomery should be oriented toward the revitalization of the community and its subcommunities. Montgomery's capital improvement program should be tied to the goals, objectives, policies, and proposals of the Specific Plan.

#### C. Code Enforcement and Coordination

While the primary purpose of code enforcement is protection of the public safety, health, and general welfare, it also provides a plan-implementation opportunity. Code enforcement can be used to foster neighborhood integrity; reduce or stop community decline; and, promote revitalization.



Code enforcement has public relations ramifications, and should be conducted with tact and sensitivity. It should be coordinated with other community programs, such as rehabilitation, redevelopment, and conservation. In Montgomery, the code enforcement program should be predicated upon the goals, objectives and policies of the Specific Plan.

D. Conservation, Rehabilitation, and Redevelopment

The Montgomery Specific Plan calls for the revitalization of Montgomery, and sets forth specific proposals to achieve this end. These revitalization proposals may be implemented through the selective application of urban renewal measures, such as conservation, rehabilitation, and redevelopment. These measures may be applied singularly, or in combination, depending upon the circumstances of the particular project.

1. Conservation is the most conservative form of urban renewal, and is applicable only where the decline of an area is not significant. It often involves the cleaning and sprucing up of residential neighborhoods or commercial areas, and the provision of improved public services, works, and infrastructure. Conservation projects can be effectively undertaken by neighborhood groups and businesses, and usually do not entail extensive contributions from local government.

In the Montgomery Community, where much conservation activity is indicated, the Montgomery Planning Committee should promote it on an outreach basis.

2. Rehabilitation is a remedy which is applicable to an area where urban decline is discernible, and where the lack of concerted action by the private and public sectors could result in blight infestation. It often involves conservation, the remodeling of deteriorating structures, and the removal of any dilapidated buildings. Rehabilitation also involves, as a



general rule, street improvements or additional public facilities. Rehabilitation means the "reinvestment of dignity," and requires a strong community commitment.

Within the Montgomery Community, rehabilitation could be stimulated through the use of sound organic planning and zoning, code enforcement, Community Development's housing programs, and the City's Capital Improvement Program.

3. Redevelopment is the strongest renewal remedy, and should be used solely where urban blight is identifiable. While it includes the remedies associated with conservation and rehabilitation, it goes much further, and usually involves the replanning of land use and occupancy; the removal of groups of buildings; the replatting of territory; and the expenditure of considerable capital for public improvements.

Under redevelopment, planning and development are controlled by the Redevelopment Agency, and land acquisition and public improvements are usually underwritten through tax increment financing. Unfortunately, there are enclaves within Montgomery, such as West Fairfield, where land must be marshalled, cleared, replanned, and reurbanized, and the most practical remedy available is redevelopment.

#### E. The Montgomery Neighborhood Revitalization Program

The Montgomery Neighborhood Revitalization Program (NRP) is a newly instituted City program which has the expressed aim of combining well organized public and private efforts to upgrade the physical facilities of Montgomery. Specific components of the program include:

- identification and prioritization of needed public capital improvements;



- promotion and expansion of the City's housing rehabilitation loan program;
- public education on zoning, building and other City codes;
- development of neighborhood based housing clean-up/fix-up programs.

The program is proposed to concentrate its focus and resources in limited target areas. The following factors shall be considered prior to the determination of a neighborhood's eligibility for target-area status:

- need for public improvements;
- need for housing rehabilitation;
- neighborhood character;
- income status;
- demonstration of local support for NRP.

#### IV. CONCLUSION

The Implementation Program expressed in the foregoing text and table is specifically designed to methodically implement the goals, objectives, statements of policy, principles, and proposals of Part Two of the Montgomery Specific Plan. The Program, like the Plan Proper, addresses the day-to-day planning demands of the Montgomery Community, in addition to its long-range, comprehensive, and general planning issues. The program is therefore an integral component of the City of Chula Vista's organic planning effort within the built-up environment of the urban center in question.





The Implementation Program for Montgomery may also be called "incremental," since it prescribes the continuing, day-to-day application of the principles of planning to the Community. Finally, the Program is readily amendable, and can be rapidly modified or altered to meet the growth, development, or conservation requirements of Montgomery and its several subcommunities.











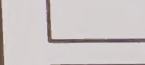





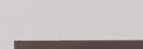
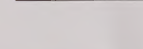

# MONTGOMERY SPECIFIC PLAN PLAN DIAGRAM 1988

## LEGEND











### LAND USE/DENSITY

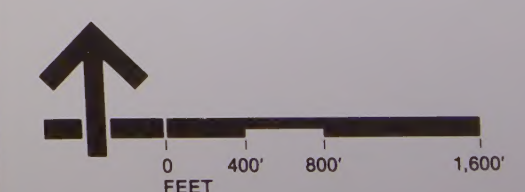
-  Low/Medium Density Residential (3-6 Du. Ac.)
-  Medium Density Residential (6-11 Du. Ac.)
-  Medium/High Density Residential (11-18 Du. Ac.)
-  High Density Residential (18-27 Du. Ac.)
-  Mercantile & Office Commercial
-  Heavy Commercial
-  Research & Limited Industrial
-  Parks & Open Space
-  Local Coastal Program/Bayfront Plan
-  Whitelands (Special Comprehensive Study Area)
-  Special Study Areas

### CIRCULATION

-  Freeway
-  Major Road
-  Collector Road
-  Railroad/Rail Transit Line

### INSTITUTIONAL

-  Community & Neighborhood Centers
-  Fire Station
-  Parks
-  Church
-  Hospital
-  Other
-  SCHOOLS
-  Elementary
-  Junior High
-  High



**Montgomery Specific Plan / Parts One & Two**  
**PLAN ADOPTION RECORD**

Montgomery Planning Committee / September 2, 1987  
Chula Vista City Planning Commission / November 4, 1987 / PCM 88-10  
Chula Vista City Council / January 12, 1988 / Res. No. 13413

GREGORY R. COX, Mayor  
JOHN GOSS, City Manager  
GEORGE KREML, Director of Planning

DANIEL M. PASS, AICP, Principal Planner  
WILLIAM F. HEITER, Senior Planner  
FRANK J. HERRERA A, Assistant Planner









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